R E P O R T R E S U M E S

ED 014 963 JC 670 348

SPECIAL STUDY ON JUNIOR COLLEGES.

BY- STEWART, ANDREW

PUB DATE DEC 65

EDRS PRICE MF-$0.50 HC-$3.40 83P.

DESCRIPTORS- *JUNIOR COLLEGES, *FOREIGN COUNTRIES, *STATE PROGRAMS, *ADMINISTRATIVE ORGANIZATION, GOVERNANCE, EDUCATIONAL FINANCE, EDUCATIONAL PHILOSOPHY, COLLEGE PLANNING, STATE SCHOOL DISTRICT RELATIONSHIP, *MASTER PLANS, ALBERTA, CANADA,

IN THE PROVINCE OF ALBERTA, A STUDY OF POPULATION GROWTH AND ITS EFFECTS ON THE PUBLIC SCHOOLS AND THE UNIVERSITY OF ALBERTA POINTED UP THE NEED FOR A SYSTEMATIC APPROACH TO POST-SCHOOL NON-UNIVERSITY EDUCATION. AFTER REVIEWING PROGRAMS IN OTHER PARTS OF CANADA AND IN THE UNITED STATES, THE AUTHOR ANALYZED THE CURRENT EDUCATIONAL SYSTEM IN ALBERTA AND PROPOSED A SYSTEM OF JUNIOR COLLEGES WITH THESE FEATURES--(1) DIVISION OF THE PROVINCE INTO DISTRICTS, EACH WITH A BOARD RESPONSIBLE FOR PLANNING POST-SCHOOL EDUCATION WITHIN THE DISTRICT, (2) A PROVINCIAL BOARD FOR COORDINATION OF POST-SCHOOL EDUCATION, (3) PROVINCIAL FINANCING, SUPPLEMENTED WHEN NECESSARY BY DISTRICT FUNDS, (4) ELIMINATION OF THE 3-YEAR UNIVERSITY DEGREE, AND A REQUIREMENT THAT TWO YEARS OF THE RESULTING 4-YEAR PROGRAM BE SPENT AT THE UNIVERSITY, (5) CONTINUATION OF CURRENTLY OPERATING TECHNICAL INSTITUTES UNDER THE DEPARTMENT OF EDUCATION, AND (6) ESTABLISHMENT OF COMPREHENSIVE 2-YEAR COLLEGES AS NEEDED IN THE DISTRICTS. (WO)

ERIC

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

ED014963

SPECIAL STUDY ON JUNIOR COLLEGES

By Dr. Andrew Stewart

DECEMBER 1965

JC 670 318

U. S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

SPECIAL STUDY ON JUNIOR COLLEGES

UNIVERSITY OF CALIF.
LOS ANGELES

MAY 8 1967

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

By Dr. Andrew Stewart

DECEMBER 1965

JC 670 348

"Very considerable scope would appear to exist in Canada to promote the growth of average per capita income by improving the educational stock of the labour force. The accumulating evidence and analysis suggest that the benefits from such improvements can be substantial for both the individual and the economy as a whole. The revitalization of education in Canada in the 1950's and 1960's is laying the basis for enlarging the contribution of education to Canada's future growth. This will be accentuated by a very much larger number of better educated young people who will enter the labour force in the remainder of this decade and in the 1970's. As already emphasized, these developments will not bring about a quick and substantial rise in the educational stock of the labour force. Much of the benefit will be experienced in a prolonged and cumulative way over a period of several decades. But the benefits ultimately will be large. This reinforces the need for sustained and unflagging efforts to strengthen and extend the educational base for long-term future growth of the economy and the living standards of Canadians."

ECONOMIC COUNCIL OF CANADA

Second Annual Review "Towards Sustained and Balanced Economic Growth".

December, 1965

SPECIAL STUDY OF JUNIOR COLLEGES

Page

ACKNOWLEDGEMENTS 6

INTRODUCTION

(1) THE TERMS OF REFERENCE 7
- (a) The Press Release, July 6, 1965 7
- (b) Summary of Matters and Relationships to be studied 7

(2) THE REPORTS AND RECOMMENDATIONS OF THE SURVEY COMMITTEE ON HIGHER EDUCATION 8
- (a) The Reports 8
- (b) Recommendations of the Committee 9

THE REPORT

PART I. THE GENERAL PROBLEM OF POST-SCHOOL EDUCATION 11

(1) The Effects of the Growth of Numbers on the Traditional Educational System 11
- (a) The Birthrate 11
- (b) The Retention Rate in the Schools 11
- (c) The Financial Effects 11
- (d) The University of Alberta and Projected Enrolments 12
- (e) Equalization of Educational Opportunities 13
- (f) Selection of Students 13

(2) Post-School Educational Opportunities for Young People Leaving School but not Entering University 13
- (a) Increasing Numbers Qualified for Further Education 13
- (b) The Need for a Systematic Approach to Post-School Non-University Education 14

(3) Educational Opportunities for Adults: Continuing Education 15

(4) Reorganization of Post-School Educational Opportunities, other than University Education, to meet the Growth of Numbers 15
- (a) The purpose of the New Institutions 15
- (b) The Nature of the Programs to be Offered 15
- (c) Articulation with the Schools 16
- (d) Articulation with the Universities 16
- (e) Adult Continuing Education 16
- (f) The Government and Organization of the New Institutions 17
- (g) Financing the New Institutions 17

(5) Concurrent Adjustments, University and Non-University, to meet the Growth of Numbers 17

Page

PART II. VARIOUS APPROACHES TO THE GENERAL PROBLEM ---- 18

(1) The Approach in the Province of Quebec: "Institutes" ---- 18

(2) The Approach in the Province of Ontario: "Colleges of Applied Arts and Technology" ---- 18

(3) The Approach in British Columbia: "District Colleges" ---- 20

(4) A Brief Reference to Experience in the United States: "Community Colleges" ---- 23

PART III. THE ALBERTA EXPERIENCE ---- 25

(1) THE LEGISLATION ---- 25

(a) The Public Junior Colleges Act ---- 25
(b) The University and College Assistance Act ---- 25
(c) The Regulations of the University of Alberta ---- 26

(2) PUBLIC JUNIOR COLLEGES ---- 26

(a) The Lethbridge Junior College ---- 26
(b) The Red Deer Junior College ---- 27
(c) The Medicine Hat Junior College ---- 28
(d) A Proposed Junior College in Grande Prairie ---- 29
(e) A Proposed Junior College in Edmonton ---- 29
(f) Review of the Development under The Public Junior Colleges Act ---- 29

(3) PRIVATE JUNIOR COLLEGES ---- 30

(a) Mount Royal College, Calgary ---- 30
(b) Camrose Lutheran Junior College ---- 30
(c) Collège St. Jean, Edmonton ---- 31
(d) Alberta College, Edmonton ---- 32
(e) Review of the Private Junior Colleges ---- 33

(4) THE INSTITUTES OF TECHNOLOGY AND VOCATIONAL SCHOOLS ---- 33

(a) The Southern Alberta Institute of Technology, Calgary ---- 33
(b) The Northern Alberta Institute of Technology, Edmonton ---- 34
(c) The Vocational High Schools ---- 35

(5) THE RECOMMENDATIONS OF THE ALBERTA ROYAL COMMISSION ON EDUCATION, 1959 ---- 36

(6) THE REPORT OF THE "PUBLIC EXPENDITURE AND REVENUE STUDY COMMITTEE: DEPARMENTAL SURVEYS; DEPARTMENT OF EDUCATION" OCTOBER, 1965 ---- 36

PART IV. PROPOSALS ---- 38

(1) DISTRICT AUTHORITIES FOR POST-SCHOOL EDUCATION ---- 38

(a) Establishment of Districts ---- 38
(b) The District Boards ---- 38
(c) A Provincial Board ---- 39
(d) Comprehensive Colleges ---- 39

Page

(e) Financing District Colleges ---- 40
(f) Further Powers of District Boards ---- 41
(g) The Institutes of Technology ---- 41

(2) THE RELATION OF THE DISTRICT BOARDS TO UNIVERSITY EDUCATION ---- 41

(3) THE MAIN PROPOSAL ---- 43

(a) The Adoption of the Requirement of a Minimum of Four Years from Grade 12 ---- 43
(b) The Requirement that Students should, as a normal Rule, attend at the University which confers the Degree, for at least two years ---- 43
(c) The Combination of Two Years at College, and Two Years at the University ---- 44
(d) The Effect of the Pressure of Numbers on the University Campuses ---- 45
(e) The Conclusions, within the Framework of the Main Proposal, respecting the Particular Matters Referred to in the Terms of Reference ---- 46

(4) MODIFICATIONS OF THE MAIN PROPOSAL ---- 47

(a) Modification A—The Removal of the Condition of an Academic Year ---- 47
(b) Modification B—The Removal of the Condition of Required Attendance at a College ---- 48

(5) BRIEF SUMMARY OF CONCLUSIONS ---- 48

(6) THE PROBLEM OF PERSONNEL ---- 49

APPENDICES

Page

APPENDIX A. RETENTION RATES IN THE SCHOOLS: TRANSFER RATES TO UNIVERSITY 51
APPENDIX B. COSTS OF UNIVERSITY EDUCATION ---- 52
APPENDIX C. PROJECTION OF "UNIVERSITY" ENROLMENTS, ALBERTA to 1975-76 ---- 56
APPENDIX D. ONTARIO REGULATION ---- 59
APPENDIX E. THE WEST KOOTENAY REGIONAL COLLEGE ---- 61
APPENDIX F. A BILL TO REORGANIZE NON-UNIVERSITY, POST-SCHOOL EDUCATION IN THE STATE OF IOWA, 1965 ---- 62
APPENDIX G. THE LETHBRIDGE JUNIOR COLLEGE ---- 67
APPENDIX H. A PROPOSED JUNIOR COLLEGE AT GRANDE PRAIRIE ---- 73
APPENDIX I. A PROPOSED JUNIOR COLLEGE IN EDMONTON ---- 74
APPENDIX J. MOUNT ROYAL COLLEGE, CALGARY ---- 76
APPENDIX K. POPULATION DISTRIBUTION IN ALBERTA ---- 79
APPENDIX L. REVENUE AND CAPITAL EXPENDITURES OF THE LETHBRIDGE JUNIOR COLLEGE ---- 81

ACKNOWLEDGEMENTS

The following acknowledgements are gratefully made:

1. To Mr. Brian McDonald, Assistant to the President, University of Alberta, Edmonton, for the greatest possible assistance, generously given, in assembling basic statistical material related principally to the University of Alberta.

2. To Dr. T. C. Byrne, Chief Superintendent of Schools, Department of Education, who was assigned to assist as the representative of the Department of Education, for information secured through the cooperation of officers of the Department and for the opportunity to explore with him the general problems of post-school education and of articulation with the Schools.

3. To M Jean-Paul Lefebvre, Montreal, P.Q.; the Minister of Education and officers of his Department, Ontario; Officers of District Colleges in British Columbia; and others outside the Province of Alberta, for information about developments in other Provinces of Canada, and in the United States; and for the time taken in discussing these matters with them.

4. To the members of the Survey Committee, and to Dr. W. H. Swift, Deputy Minister of Education, for the opportunity as the study developed to discuss various aspects of it with them.

5. To the Presidents of the Universities, the Chairman of the University Committee on Junior Colleges, and other officers of the Universities for time and counsel.

6. To the members of the Boards of Junior Colleges and their officers, and to the representatives of the Chamber of Commerce, Lethbridge, the Staff of the Lethbridge Junior College, the Edmonton Separate School Board, Alberta College and Collège St. Jean for representations received from them.

None of these is in any way responsible for the proposals or conclusions contained in the Report.

INTRODUCTION

(1) THE TERMS OF REFERENCE

(a) The Press Release, July 6, 1965.

"The Third Interim Report of the Survey Committee on Higher Education tabled during the 1965 Session of the Legislature made a number of recommendations, one of which was—'That study be given to the question of the future expansion of junior colleges and other facilities for higher education, such as satellite campuses, necessary to accommodate additional undergraduate students'. The Committee also recommended 'that early consideration be given to the need for the expansion of facilities for higher education in Lethbridge'. These recommendations were made in the light of another which would limit the size of the University's Edmonton and Calgary campuses to a fulltime enrolment of 18,000 at each campus. In effect, these recommendations would be the terms of reference for your study of the expansion of institutions of higher education, below university level, in Alberta. In that Lethbridge Junior College is the most mature of the junior colleges in the Province, it was felt that, in your analysis of the over-all picture, a more detailed study of that college might be desirable. In other words, the Committee is seeking your advice on the development of higher education around the core of the two main university campuses.

"Higher education facilities include affiliated junior colleges, independent degree-granting institutions and satellite campuses of a university. We are interested in evaluating the relative merits of these three types of institutions.

"Particularly in respect of junior colleges it is desirable to ascertain (a) the proper role of a junior college, (b) the procedure by which it is formed and financed, and (c) the course of its development and growth. In dealing with these points it may be valuable to note the existence of both transfer and terminal programs in the colleges; the possibility of government or university initiative in forming the college — as against the present scheme of school board activity; full provincial support as against mixed provincial and local support; the natural desire of junior college authorities to see it become a degree-granting institution; the source of students for the junior college. It is probably desirable to examine the relationships between junior colleges and provincial institutes of technology.

"More specifically we should appreciate having your comments on the role of the junior college in providing terminal courses to meet local needs for technical, vocational and adult education.

"Finally, how can private or church-related junior colleges be integrated into the provincial system of higher education? We have in mind particularly the position of private Junior Colleges in the Province of Alberta which are presently affiliated with the University of Alberta and which offer first and second year University courses."

(b) Summary of Matters and Relationships to be Studied.

The Special Study of Junior Colleges has resulted from a recognition of the pressure of numbers seeking 'higher education', and particularly education leading to a university degree. The centres of the development of university education in the Province will continue to be the two main campuses at Edmonton and Calgary. The maximum capacity of these campuses has been set at 18,000 each. In the foreseeable future the enrolment at Edmonton could reach this number. Consideration must therefore be given to a 'spreading out' of facilities 'necessary to accommodate additional undergraduate students' in three possible directions, e.g., junior colleges affiliated with the university; satellite campuses in Edmonton or Calgary; independent degree-granting institutions. What are the relative merits of these three types of institutions?

Special attention is to be given to 'Junior Colleges'; and advice is sought on a number of specific matters.

(a) What is the role of the Junior College?

In this connection it is necessary to consider the contribution of Junior Colleges in meeting the local needs for academic, technical, vocational, and adult education, and therefore the relationship of the Junior College to the Institutes of Technology as well as to the University.

(b) Through what initiative should Junior Colleges be formed?

The initiative may be taken by the Government of the Province, by the University, or locally, e.g., through the School Boards.

(c) What should be the pattern of financial support for Junior Colleges?

The Junior College, in addition to receiving revenue from tuition fees, may receive financial support from the Province and the local authority, or from the Province alone.

(d) What view is taken of the source of students for Junior Colleges?

They may be drawn from a local district, from a region, or from any part of the Province.

(e) As Junior Colleges grow in size, how will their role develop? May they eventually become degree-granting institutions?

Particular consideration is to be given to the need for expansion of facilities for higher education in Lethbridge, where the first public Junior College was established in 1957.

Finally, advice is sought on the integration into the system of continuing education of 'private and church-related Junior Colleges' particularly those already affiliated with the University of Alberta.

(2) THE REPORTS AND RECOMMENDATIONS OF THE SURVEY COMMITTEE ON HIGHER EDUCATION

(a) The Reports.

The Survey Committee on Higher Education in Alberta, a joint committee of Government and University Officials, was formed in the Spring of 1961. The present membership consists of The Honourable Mr. A. O. Aalborg, Chairman; The Honourable Mr. F. C. Colbourne; The Honourable Mr. R. H. McKinnon; Dr. C. M. Macleod; President W. H. Johns; President H. S. Armstrong; and Mr. B. H. McDonald, Secretary.

The purpose of the Committee is to enquire into and report on all those problems and possibilities which bear on the future growth and development of the programs of higher education in Alberta with particular emphasis on the evolvement of the best possible policies consistent with the greatest economy in operation.

The Committee has presented the following reports:

An Interim Report (1961)
Second Interim Report (1963)
Third Interim Report (1965)

The first Interim Report contained an estimate of University enrolments of 28,070 in 1980-81. The Committee recommended the adoption of the semester system at the University, and that 'further studies should be carried out as to the feasibility of the University adopting a 'year-round' calendar, such as the 'trimester system'. On the subject of Junior Colleges, the report said:

"B. Junior Colleges

Much of the Committee's time has been taken up by discussion of Junior Colleges and the role they are playing and will play in higher education in Alberta. It is felt that an excellent start has been made in this field by the Junior Colleges now in operation in Lethbridge and Camrose and the Committee definitely feels that Junior Colleges would have three basic functions.

1. To take pressure off the University in the Freshman year (and, perhaps, also the sophomore year).
2. To provide terminal courses for students not wishing to or not qualified to advance to the University.
3. To provide the facilities for much of a community's adult education program.

The Committee feels a Junior College Program has many advantages, including the following:

1. It takes the University to the small community and closer to the student's home.
2. It permits the High School and Junior College to complement and supplement each other.
3. It provides a good opportunity for adult education at college level.
4. It permits variation to meet local needs.

Therefore, the Committee would like to recommend the following:

1. In centres of population large enough to attract a sufficient number of post-high school students, School Boards should be encouraged to establish Junior College Programs as a part of their local school systems. These Junior Colleges should be affiliated with the University. The University and the Department of Education should tender technical advice in formulating plans and in making preparations for the operation of such colleges.
2. Provided they can meet the standards approved by the Board of Governors of the University, private schools should be permitted and encouraged to affiliate with the University and offer courses in the first year, or the first and second years of university work.

The following is a summary of the Second Interim Report.

(a) The University

The functions of a university are to preserve, transmit, and advance knowledge. These three functions serve the many goals of higher education: developing the minds and cultivating the tastes and purposes of students; making them more broadly informed, skilled in the arts of study, organization, communication and research; and providing to the individual highly specific training in a chosen field.

All evidence indicates a continuation of the growth trend. In 1970-71 enrolment is forecast to be 18,360; in 1975-76 to be 23,655; and 1980-81 to be 28,180.

Enrolment of full-time students in institutions of higher education in Alberta, as a percentage of the age group 18-21 inclusive, has been rising steadily. In 1957-58 the percentage was 7.4; in 1962-63 it was 12.9. It may reach 18 percent in 1980.

There is a tendency for students to prolong their university education either by obtaining a professional degree or by pursuing graduate studies. In 1952-53 the graduate student enrolment of 178 students was 5.6 percent of the total full-time enrolment. In 1962-63 there were 791 full-time graduate students, representing 8.3 percent of the enrolment. It is estimated that by 1970-71 there will be over 2,000 graduate students or some 11 percent of enrolment.

(b) The Technical Schools

The schools of technology are a relatively new part of higher education. Many young people neither wish nor are qualified to attend university. It is the function of the technical schools to train and educate—but mostly to train —this segment of the young people so that they may acquire the skills necessary for our technological society.

Enrolment statistics for the Southern Alberta Institute are indicative of the growing need and demand for this type of post-high school education and training. Between 1952-53 and 1962-63, the total enrolment increased from 3,389 to 8,444; day-time students in diploma courses at the institute from 655 to 1,679; day-time apprentice students from 1,218 to 2,800; students in evening courses from 1,071 to 2,315; and students studying by correspondence from 445 to 1,650.

(c) The Junior College

The junior college is generally considered to have three main functions; to offer first year (and sometimes second year) university courses; to give terminal or diploma courses, usually of a technical or semi-professional nature; and to provide staff and facilities for much of the community's adult education programs.

In 1963 there were three junior colleges in Alberta, affiliated with the university; Lethbridge Junior College, Camrose Lutheran College, and Mount Royal College in Calgary. It is noted that recently organizational work has begun on three more colleges, in Red Deer, Grande Prairie and Medicine Hat.

Enrolment of full-time 'university' students at affiliated junior colleges:

Year	*Lethbridge*	*Camrose*	*Mount Royal*	*Total*
1959-60	62	9		71
1960-61	72	15		87
1961-62	131	31	12	174
1962-63	127	23	18	168

(Lethbridge Junior College estimates their enrolment will be 250 by 1970.)

The Commiitee believes that, while the extension of junior colleges may remove some of the enrolment pressures on the university; this should not be regarded as the

major function of such colleges. The Committee feels that the main purpose of the junior college is to make higher education more readily available to the people of Alberta so that the total number of students enrolled in post-high school in institutions will be greater than if junior colleges were not in existence.

(d) Adult Education

In the complex world of today, education can recognize no terminal points such as diplomas or university degrees. The work leading to diplomas or degrees may initially prepare young people for leadership and professional competence but when the knoweldge and skills previously acquired are no longer adequate or relevant, universities and other institutions should make further education available to those persons seeking it. This is being provided by extensive programs of adult education or 'extension'. The adults of Canada are flocking to such offerings.

(e) University Financing

A major problem, if not *the* major problem, facing higher education today is how and where to find the money to cover the ever increasing costs.

In the area of operating costs, the problem is not just that funds have to be found to cover the costs of instructing more students. The fact is that, at the University of Alberta and elsewhere, *costs per student* have been rising steadily. At Alberta, costs per student which were $843 in 1952-53, and $1,053 in 1957-58 have continued to rise until in 1962-63 they will be about $1,600. Although comparisons with other universities are difficult, it would appear that the cost per student at Alberta is one of the highest in Canada. The Committee feels that it would be unrealistic to expect that funds will be available to permit costs per student to increase at the rate they have in the past five years.

The support given to the university by the Provincial Government by way of operating and capital grants has been the most generous in Canada. The Committee believes that this level of support to the university should be maintained. However, it is the opinion of the Committee that it is unreasonable to expect grants to continue to be increased at the same rate as in the past five years.

At present (1962-63) the university has about 2,080,000 gross square feet of floor space in its non-residential buildings—about 220 square feet per student. If the university continues to provide this amount of space per student it will require over 4,000,000 gross square feet by 1970-71, an increase of about 2,000,000 square feet. At the present rate of costs this would cost approximately $40,000,000 spread over an eight year period, or $5,000,000 per year. In addition the university will require expenditures of $2,500,000 a year on furnishings and equipment; and another $500,000 a year for the acquisition of property, i.e. a total of $8,000,000 per year.

"Among the topics which have been discussed and studied by the Committee are the following: limitation in the size of campuses, development of Junior Colleges and 'satellite' campuses, co-ordination between the Department of Agriculture (both Federal and Provincial) and the University's Faculty of Agriculture, development of the Banff School of Fine Arts and Continuing Education, and the Banff School of Advanced Management, vocational and technical education, admission standards, and many others.

The Report would not be complete without special mention of the development of Junior Colleges in the Province. In its first Report (Spring, 1962), the Committee encouraged development of Junior Colleges. Whereas in 1960-61 there were three such colleges—Camrose Lutheran College, Mount Royal Junior College in Calgary, and Lethbridge Junior College—today there are five; Red Deer Junior College and Collège St. Jean, of Edmonton, have been added. The latter has a special arrangement with the University by which it offers two years of instruction, partly in French and partly in English, to fully matriculated students registered in programs leading to the B.Ed. degree. Enrolment in University courses at these Colleges has risen from seventy-one in 1959-60 to 558 in 1964-65. In September, 1965, the junior college in Medicine Hat is expected to admit its first students, and Grande Prairie's plans for a Junior College are still under consideration. Lethbridge Junior College is planning to offer courses in the second year for the first time this Fall. In addition, the Edmonton Separate School Board recently commissioned a study on the feasibility of establishing such a college and the School Board is now taking the steps necessary to affiliate a college with the University. The Committee is gratified at these developments and wishes to reiterate its earlier recommendation for the expansion of the Junior College program in Alberta."

(b) Recommendations of the Committee

1. In centres of population large enough to attract a sufficient number of post-high school students, School Boards should be encouraged to establish Junior College Programs as part of their local school systems and affiliate with the University.

2. Provided they can meet the standards approved by the University, private schools should be permitted, and encouraged, to affiliate with the University and offer courses in the first year, or first and second years, of University work.

3. The Committee, in appraising the various types of calendars possible to be used at the University, has come to the conclusion that the semester system has the most to offer for the future needs of the University, and recommends its adoption at the earliest possible time. It also recommends that studies should be carried out as to the feasibility of the University operating on a 'year round' basis, perhaps using a 'trimester' system.

4. The Committee recommends that planning for the future of higher education in Alberta be continued by both the Provincial Government and the University and that there should be continued sharing of views.

5. The Committee recommends that every step be taken to make as efficient and economic use as possible of the resources available to higher education.

6. The Committee recommends that formulae be devised which would be used as a basis for determining future Provincial Government grants to the University—both for operating and capital.

7. The Committee recommends that a study be made of adult education programs in Alberta to determine where expansion, consolidation, and co-ordination is necessary and feasible.

8. The Committee recommends that the University, Institutes of Technology, Junior Colleges, the Provincial Government and Municipal governments should cooperate to take advantage of all assistance programs in aid of higher education.

9. The Committee recommends that the University's tuition fee structure be such that the revenue from tuition fees bear approximately twenty percent (20%) of the net operating costs of the University.

10. The Committee recommends that both the Edmonton and Calgary campuses of the University be limited to their now-projected areas.

11. The Committee recommends that facilities be developed on the Edmonton and Calgary campuses of the University to accommodate not more than 36,000 full-time students—18,000 on each campus.

12. The Committee recommends that study be given to the question of the future expansion of junior colleges and other facilities for higher education, such as satellite campuses necessary to accommodate additional undergraduate students.

13. The Committee recommends that early consideration be given to the need for the expansion of facilities for higher education in Lethbridge.

14. The Committee recommends that the work of the Faculties of Graduate Studies be supported to a sufficient degree in order that the progress already made may be consolidated and confirmed, but that the areas of such development be limited, and that graduate studies be developed on the campus where this can be done most appropriately and most economically.

15. The Committee recommends (a) that a formal agreement be drawn between the University and the Provincial Laboratory of Public Health as to the relationship between the two institutions, and (b) that the Provincial Laboratory of Public Health building in Edmonton be expanded, including additional space for the University departments of Bacteriology and Pathology, and that such space be leased by the Government to the University.

16. The Committee recommends that procedures be established to ensure that there is coordination among the Federal Department of Agriculture, the Provincial Department of Agriculture, and the University's Faculty of Agriculture, particularly in the areas of research and extension. It is hoped that such coordination would preclude unnecessary duplication of work and costs.

THE REPORT

PART I

THE GENERAL PROBLEM OF POST-SCHOOL EDUCATION

The general problem of post-school education is a complex one. It contains a number of separate elements. Basically the problem is created by the demonstrated need for more, and more extended, educational opportunities and experiences. The traditional system, which includes schools and universities, must be expanded to accommodate increased numbers. There are more people to be educated. But the required expansion is not uniform across the system. The period of education is being extended. Within the traditional system, the rate of expansion is, and will be, more rapid at the advanced levels, i.e., in the high schools and, particularly, in the universities. But something more is needed.

In the traditional system a break occurs between high school (secondary education) and the universities (higher education). The assumption is that all young people may continue in school to the end of the school system; and the schools must accommodate themselves to the full range of aptitudes, abilities, and interests of pupils. It is not assumed that all those who have completed school may, or should, proceed to university. The universities provide for a limited range of aptitudes, abilities and interests; and this is likely to continue. However, the increase in numbers in the schools and the increasing retention rate mean that greatly enlarged numbers will reach the end of the school system seeking additional educational opportunities and experiences. Many of these will not be admitted to the universities. The provision for them of a valid alternative to university education is a large part of the contemporary problem. A further element is the increasing demand on the part of adults, i.e., those who have withdrawn from the streams of education for young people, for recurrent or continuing opportunities for educational experiences.

The general problem is to make the necessary modifications or additions to the total educational system in response to these several elements. The appropriate solutions will be influenced by certain other objectives, e.g., the equalization of educational opportunities. There is a financial aspect to the problem, which includes economy in the use of resources and equitable distribution of the costs of education.

(1) The Effects of the Growth of Numbers on the Traditional Education System.

(a) The Birthrate.

The number of children reaching school age has been increasing.[1] This is a consequence of such factors as an increasing birthrate and an increasing infant survival rate; and may be affected by net immigration of adults. The effect at more advanced levels is delayed.

(b) The Retention Rate in the Schools.

The participation or retention rate in schools and in universities is increasing.[2] This tendency results from a combination of the recognized need for more education, and the increasing ability to provide for more extended education; and may be affected by the accommodation to the needs of students, e.g., greater variety of programs. The effect is that, subject to the delay factor, numbers are growing relatively rapidly in the high schools as compared with elementary schools, in the under-graduate years in universities as compared with high schools, and in the graduate years at universities as compared with the under-graduate years. The trends in Alberta are illustrated in the tables in Appendix A.

(c) The Financial Effects.

In terms of the traditional institutions it is possible to see the problems created by the growth of numbers only as problems of increasing scale. More facilities are required to accommodate increasing numbers. The costs associated with education, per student enrolled, increase as the level of education advances; and the two factors affecting the

---

[1] "The great rise in the birth rate which developed in the 'forties' the so-called baby boom, meant some years later an increase in the number of Canadians of school age, and then of university age. Had the same proportion of these young people attended universities in 1961-62 and in 1964-65 as in 1952-53, enrolment would have increased as a result of the baby boom only to 70,000 in 1961-62 and to 79,000 in 1964-65. In fact, enrolment rose to 130,000 in 1961-62 and to 180,000 in 1964-65. The universities, and the provincial governments that so largely financed them, had duly noted the growth in primary and secondary school attendance and had prepared to meet the consequent rise in university enrolment." ('Financing Higher Education in Canada', Report of a Commission to the Association of Universities and Colleges of Canada, October 1965, p. 11.)

[2] "There was, however, much slower recognition of the fact that the proportion of the university age group seeking entrance to universities and colleges was rising rapidly. The ever increasing educational aspirations of young Canadians, and of their parents, led more students to stay longer in secondary schools, led more to achieve the qualifications for entrance to universities, and more to enter the universities. Because a small percentage of the school population finally complete high school, a relatively small change in the high school retention rates caused a major growth in the number of students applying to the universities." (Financing Higher Education in Canada', Report of a Commission to the Association of Universities and Colleges of Canada, October 1965, p. 11.)

"When the decade of the 'sixties' is over Canadians will look back over this period when their universities will have grown at an almost impossible pace, a pace which cannot be expected to continue indefinitely. By 1970 more than one in four students from the primary schools will be going on to universities. With retention rates so high, university enrolment will not be nearly as much affected by small changes in the high school retention rate as in the early 'sixties'." ('Financing Higher Education in Canada', Report of a Commission to the Association of Universities and Colleges of Canada, October 1965, p. 15.)

growth of numbers to be accommodated in the traditional system continue to create problems of financing. There is also a tendency to a general rise in costs. But if this were all that was involved the problem could be resolved merely by providing larger budgets for the schools and universities.[1] Data on university costs are included in Appendix B.

The prospective costs of university education, and of higher education generally, are very large. However, the case for large expenditures on higher education has been well put by the Bladen Commission.

"The growth in expenditure on higher education in Canada forecast in chapter 111 would be indeed frightening if it were not related to the growth in gross national product. Even if all of the expenditures were properly considered to be 'consumption' it could be argued that as we became wealthier we could afford to increase our consumption of this educational commodity. True, we would have to give up consumption of some alternative goods, or invest less in physical capital and content ourselves with a slower rate of growth. But if educational expenditure is considered to be in large part investment, and if the rate of growth of our gross national product depends in part on the amount of total investment in men and in machines, then we approach the possibility that the dynamics of growth make the source of university expenditure a sort of 'widow's cruse'. A simple arithmetical example will illustrate the point. In 1963-64 university expenditures were about $429 million or 1 percent of a gross national product of some $43 billion. We expect the gross national product to rise by 1974 to some $83 billion. If the same proportion of gross national product were devoted to higher education in 1974 as in 1963-64, expenditure would be $830 million. We forecast expenditures of $2.0 billion. If we can have the $83 billion gross national product in 1974 whether we increase our expenditures on higher education or not Canadians would have to make a clear choice between an additional $1.2 billions' worth of education a year and the other things that could be bought with $1.2 billion. They might well choose that amount of education. But, to the extent that the growth in gross national product is dependent on the increase in this investment in higher education, we may ten years hence be able to spend the forecast amount on higher education and have nearly as much, even possibly more, to spend on other things. The physical capital output ratio is estimated by the Economic Council of Canada at 2.7. We do not know whether the ratio for human capital is higher or lower than the ratio for physical capital, although we believe it is more favourable. Yet even if the ratios are less favourable there remain strong grounds for the view that we might spend more on higher education each year yet have more for other things than if we had spent less.

We do not suggest that the 'widow's cruse' is inexhaustible; the effect of investment on productivity depends on the efficiency of the investment. Extravagant spending by universities, or expenditure on unqualified students, could not be taken from the cruse without depleting it. But if, as we believe, the expenditures forecast are economical and the enrolment we forecast does not mean lowering the qualification for entrance, then there is good reason to argue that we may ten years hence have more for other things because we spend so much more on our universities.

Because we believe that higher education is concerned with other things besides increasing productivity, our case for increased expenditures does not depend on the proof that it generates the increased income necessary to pay for it. But to the extent that it generates any part of that necessary income the difficulty of implementing the programme is reduced. To the extent that the expenditure of universities is investment in research and development the probability of generating the necessary income is that much greater." ('Financing Higher Education in Canada', Report of a Commission to the Association of Universities and Colleges of Canada, October 1965, pp. 57-68.)

(d) The University of Alberta and Projected Enrolments.

The university is both a congeries of buildings and an institution, i.e., a unit of organization. The changes necessitated by numbers include the provision of physical facilities for the growth of existing universities and/or the creation of new universities. Adjustment to a substantial increase in scale within the university part of the system involves decisions respecting the location of facilities and perhaps reorganization of the institutional structure.

A university can expand to accommodate increasing numbers by the construction of additional facilities either on the same campus or at other locations. Given the area of the initial campus, increasing numbers eventually create problems of physical congestion; and at some point the net advantage to be gained by lateral expansion implies the acquisition of more ground space. Once the decision to extend to other sites is reached, there is a wide choice of location; and at this point considerations other than the cost of acquiring land or efficiency of operation becomes relevant. But whether physical expansion occurs on the same campus or on other campuses, the institution may remain the same.

The maximum number on each of the campuses at Edmonton and Calgary has been set at 18,000. The current and prospective growth of numbers implies that, in the absence of other action, to reduce enrolments on the two campuses, facilities to accommodate students would have to be provided at other locations, e.g., a satellite campus in Edmonton, or campuses at other points, e.g., Lethbridge, or Red Deer.

Adjustment to increasing numbers may lead to the establishment of new universities, i.e., the creation of new institutions. If it is difficult to determine in a calculated manner when additional campuses are required, it is even more difficult to determine when a university has reached its optimum size in the institutional sense. Increasing size presents problems; but internal reorganization can offset the disadvantages of increased size for a time. Once more, at the time decisions respecting the location of new universities must be made, considerations other than institutional efficiency may properly enter into the calculations.

---

[1] "Though the Commission was appointed by the universities and though the problem was stated as that of financing the universities it has been clear from the start that the problem was really one of financing 'post-secondary' education in general. Places for junior colleges, regional colleges, community colleges, colleges of technology and institutes are developing in all parts of Canada, but they are generally so embryonic that they create additional uncertainties in the projection of enrolment and of costs." ('Financing Higher Education in Canada', Report of a Commission to the Association of Universities and Colleges of Canada, October 1965, p. 9.)

Additional facilities for university students on new sites in Edmonton or Calgary, or at Lethbridge or Red Deer, could form part of, i.e., be operated as branches of the university in Edmonton or the university in Calgary; or could be operated as autonomous institutions.

Various projections of future enrolments have been made. These are brought together in Appendix C.

In later references to prospective 'university' enrolments the estimate of 33,000 in 1975-76 will be used. It will be assumed that 11,000 will be first year students; and that two-thirds of all students attend at institutions in the Northern Region, including Red Deer District.

(e) Equalization of Educational Opportunities.

It is clear that one consideration which will enter into the determination of the location of additional facilities for university education is the effect which the provision of new facilities will have on equalizing opportunities. The prospective student who lives at a distance from educational facilities, and must leave home to attend university, is at a disadvantage. Attendance at university involves added costs to be borne by the student or his family. There are several ways in which these added costs can be offset, e.g., by paying from the public purse travel and living-away allowances. An alternative is to place facilities for university education closer to the students who would otherwise have to leave home even if this were to involve greater public expenditure per student. In addition to the benefits accruing to the students who would otherwise be unable to attend university or on whom the costs would bear heavily, benefits would accrue to the people of the community in which the facilities were located. Some of these would be educational, e.g., there would be increased opportunity for continuing adult education. The establishment of a post-school educational institution in a community also brings substantial indirect gains to the people of the community. It is not surprising that, when decisions have to be made respecting the location of new facilities for university education, communities seeking these facilities should press their claims.

There has been strong local support for facilities for university students at the Junior Colleges. The earlier establishment of a branch of the University of Alberta in Calgary, and its evolution into a substantially autonomous institution were urged by the people of Calgary. The current consideration of a degree-granting institution in Lethbridge results from a recognition of the advantages which would accrue to the community.

(f) Selection of students.

There are impediments which have limited the numbers of young people with the necessary abilities who have been admitted to universities. There is also a problem of the selection of students desiring admission to universities. Improved selection techniques might avoid the exclusion of students who could successfully complete the work required for a university degree; and there is a case for providing a 'second chance' to some students who have not met the requirements for admission. But the record of promotions in universities implies that numbers of students are admitted to universities whose needs might better be met in another way. It seems likely that some of the students who fail in university seek admission to the university because of the lack of alternative educational opportunities; and that if valid alternatives were open to them the rate of failure in the universities would decline.

A special study was made by H. Hawes of the students who had entered the university of Alberta in 1951. Of the total of 653 students: 38% had not received a degree by 1961; and in more than half of these cases the reason was clearly poor marks. A study of students' records by B. H. McDonald led to the following conclusions: 'On analysis, the figures show that about 20% of all freshman students will have unsatisfactory records. However, about 35% of students whose Grade 12 averages were below 65.0% will have unsatisfactory records. About 10 or 11% of all freshman students will be required to withdraw from the university; 18 to 20% of students whose Grade 12 averages were below 65.0% will be required to withdraw.' Studies of the distribution of the Grade 12 marks of first year students show that about 60% have averages of more than 65%; 50% more than 67%; and 25% more than 73%.

(2) Post-School Educational Opportunities for Young People Leaving School but not Entering University.

(a) Increasing Numbers Qualified for Further Education.

The schools have had long experience in meeting the educational needs of children, and the school system, although not static, is well-organized to meet these needs; but the responsibility of the schools for day-time instruction ends when the pupil withdraws from school or graduates from it. (Many school boards have shown considerable initiative in providing opportunities for post-school education.) The universities have had long experience in meeting the needs of students who achieve the standards of admission and enter university, and the universities are well-organized to meet these needs; but the responsibility of the universities is limited to a relatively small proportion of the age-group. (Extension departments of universities have offered courses for students not proceeding in degrees.) The tendency for a larger proportion of the age-group increasing in size to complete high school means that there will be increasing numbers eligible and desiring to enter university. It also means even larger numbers eligible for, and desiring, further education but not university education.

Currently, 55% of all Grade 12 students receive the high school diploma; less than half (47%) have met matriculation requirements.

(b) The Need for a Systematic Approach to Post-School, Non-University Education.

In contrast to the well-organized school system and the well-organized university system there has, up to this time, been no systematic approach to the provision of opportunities beyond school for the group who will not enter university. One reason is that the group has not been as large as it now is and will certainly become. Also the need for further education of the group has been less evident than it now is. There is increasing recognition that the extended education of the relatively small number through university is not alone enough either in the interests of people as individuals or of society. The young people who leave school but are not admitted to university, can benefit from education appropriate to their needs; and are as entitled to the opportunity to develop their capacities as are those who proceed to university. Even in the narrow occupational sense, university graduates will not be effective in society unless they have associated with them, substantial numbers of people with more education than has been available in the past.[1]

It is of course wrong to imply that nothing has been done to provide educational opportunities for young people who leave school but do not proceed to university. Private institutions have responded to some demands. Public institutions, often under auspices other than those of the schools or universities, have been established to meet the needs of particular groups.[2]

It is becoming increasingly clear that what is required is a comprehensive and systematic approach to a new kind and level of education adapted to the needs of young people who are leaving the school system.[3] The need could conceivably be met by extending the school system, i.e., by adding to the years of instruction offered by the schools. This does not seem to be the appropriate means. If additional years were added to the schools it would be practical to make the additions only in certain locations. But the further expansion of the school system is unsound in principle. At some point pupils should leave school and be exposed to a different environment. The appropriate environment can best be provided in an institution devised for the purposes of post-school education. There appears to be no significant support for extending the period of education in the schools. The administration of post-school educational institutions by established school authorities is another matter.

The needs could conceivably be met by extending the range of programs of universities to include programs adapted to the needs of students not now admitted to universities. The universities are subject to pressure of numbers within the limits at which they now operate. The group for which addi-

---

[1] A recent report on behalf of the Presidents of Ontario Universities states: 'In each of the broad areas we have touched on—engineering technology, business, and paramedical—there is already a wealth of choice, and the range of specialties is more likely to increase than diminish. In the engineering field, our institutes of technology already teach aeronautical, civil, chemical, electrical, electronic, gas, instrument, mechanical and metallurgical technology; and we are told that more could be done in biochemical technology, food products, paper products, and wood manufacturing. On the business side there could be real estate, marketing distribution, salesmanship, data processing, management training, legal secretarial science, medical secretarial science, transportation, traffic management, and many more. The paramedical field includes nurses, therapists, radiographers, medical photographers, orthoptists, laboratory technicians, radiological technologists, dental technicians, dental assistants, and a growing list of skilled persons upon whom the health services will increasingly depend.' The Report goes on to quote Dr. Bissell as saying 'on the artistic side, it is not at all clear that the universities, with their emphasis on criticism, scholarship and research, provide the easiest setting for the cultivation of the performing arts—the arts of the theatre, for instance. There will be in the future great scope for technical and technological supporting skills if drama, opera and ballet keep pace with an expanding and increasingly sophisticated population. The Report adds: 'The same might be said about other arts. Photography, commercial art, industrial design, journalism and music could find a congenial home in the city college.' ("The City College", Supplementary Report No. 2 of the Committee of Presidents of Provincially Assisted Universities and Colleges of Ontario, February 1965, p. 13.)

[2] Provincial Schools of Agriculture and of Home Economics have, for 46 years, offered distinctive education to youth of public school age. The Institute of Technology and Art has for a similar period offered a rich variety of vocational and trade courses to students of upper public school ages. The Apprenticeship Act of 1958 designated nineteen trades open to youth of a minimum age of sixteen years who possessed Grade VIII or Grade IX standing. Under other auspices, recreational, forestry, and health courses are taken to youth and adults. Shortly, a trades school will open in Edmonton. All these efforts testify to the need for a variety of programs.

In addition to the above—which are under the Departments of Education, Agriculture, Trade and Industry, Economic Affairs, Lands and Forests, and Public Health—two non-provincial efforts are noteworthy. Composite schools represent an attempt by local government to extend its ordinary educational facilities beyond strictly academic provisions. The Lethbridge Junior College constitutes a regional effort to bring new educational programs into several communities.' (Report of the Royal Commission of Education, Province of Alberta, 1959, p. 153.)

[3] 'The truth of the matter is that we are now in an entirely different world from that of the 1920's and 1930's, and it is necessary that we extend our educational system to meet the demands of this new world. In the past when we have faced that sort of crisis, we have solved the problem by expanding our secondary school program — in 1871, for example, when we added general education for the many to special education for the few, or in the 1920's when technical training was introduced in a considerable number of high schools. In the present crisis, the need cannot be met simply by alterations or additions at secondary school level; this time we must turn our attention to the post-secondary level, where we must create a new kind of institution that will provide, in the interests of students for whom a university course is unsuitable, a type of training which universities are not designed to offer. Fortunately, a beginning has been made in the establishment of the institutes of technology and vocational centres, but as yet these are too few in number and their offerings are too narrow in range to satisfy what is required both by the nature of our developing economy and the talents of our young people. The Committee is therefore recommending the establishment of community colleges to provide these new and alternative programs.' (Report of the Grade 13 Study Committee, Ontario 1964.)

tional provision must be made is a large one. The educational needs of students proceeding through the universities are different from those of others; although part of the problem of devising post-school educational opportunities outside of the universities is that, in this relatively new part of the total system, we are less sure of the nature of the educational experiences required, and even less sure of how it should be organized. In any case there seems to be no significant support for enlarging the scope of the universities to include all possible forms of post-school education.

(3) Educational Opportunities for Adults: Continuing Education.

The traditional structure of the educational system, including schools and universities, is being modified to include other institutions. In addition to the full-time students attending the institutions at each level there will be others, normally in full-time employment, who will seek educational opportunities on a part-time basis; and some who have temporarily withdrawn from employment will seek opportunities to advance their education. Some of the part-time or temporary students will be enrolled in the normal programs of studies at the three levels. For others it will be necessary to provide special programs adapted to the specific needs of the students. The demand for educational opportunities for adults is not new and there has been response to the demands by schools, universities and voluntary and private agencies. The increasing demands for continuing, part-time, education of adults will require a more systematic approach in which the schools, the universities, and the new institutions will together provide the main services.[1]

---

[1] "Compared with earlier times, the pace and requirements of life are vastly increased and varied. There is need for continuous education for economic adjustment and survival. Relief from routine and monotony are essential. And some means is required to bring man's mind to cope with the fundamentals of our way of life. The time has come when adult education must become a normal and integral part of the educational program of any community. It must become the third and stabilizing phase of complete education—elementary, secondary and adult. . . .

Adult education work in Canada has been conducted mainly, until recent years, by the universities. Their work has been supplemented by that of school boards in the larger urban centres, where courses of largely vocational nature are offered in the evenings. Commercial companies and professional groups have sponsored in-service training programs for their employees. Labour organizations seeking to train trade union leaders have conducted programs which are still far short of the need. Farm organizations have always been interested in furthering extension programs and short courses and the cooperative organizations in particular have worked closely with universities and departments of agriculture. . . .

It seems clear that the development of the system of community colleges discussed in an earlier section will enable each college to become the regional focal point upon which the resources of local school boards, government departments, the university, local cultural and business groups can develop and enter their programs, somewhat in accordance with the needs of the region. (The Report of the Royal Commission on Education, Province of Alberta, pp. 164, 166 and 171.)

(4) Reorganization of Post-School Educational Opportunities, other than University Education, to meet the Growth of Numbers.

The structure of the educational system is in the process of being modified to introduce a new kind and level of education within an appropriate framework. The functions will not be added to the schools or made the responsibility of the universities. The systematic approach now needed requires consideration of a number of aspects of programming and organization. The problems to be resolved include the achievement of a concensus and definition of the purposes to be served; determination of the specific programs to be offered; articulation with the schools; articulation with the universities; responsibility for adult continuing education; the location, organization and government of the new institution; and, financing the new kind and level of education.

(a) The purposes of the New Institutions.

The **primary** purpose must be to extend post-school educational opportunities to young people who, having completed the programs of the schools, do not, either by choice or by failure to meet the required conditions, go on to university. The purpose is to provide a valid alternative to university education for these young people. The new institutions may provide a 'second chance' for students not initially qualified to enter university studies. The new institutions may also provide programs which will advance the education of students who will proceed to university.[2]

(b) The Nature of the Programs to be Offered.

The primary emphasis must be on programs related to the needs of students who, for valid reasons, will terminate their formal education when they leave the new institutions; although many of them will seek continuing educational opportunities. The programs should therefore be complete and educationally effective in themselves. The programs should be designed to prepare students for life experiences, including employment experiences, within three broad areas — the technologies, business, and the arts. In each of these broad areas there should be opportunities to achieve competence in more particular areas of knowledge. The content of programs should not be limited to knowledge specifically related to particular employments. By combination of courses the student should have an opportunity to

---

[2] "The colleges have two broad purposes. The first is to provide within a single educational milieu a variety of educational opportunities for students of different abilities, talents, and interests. The second is to extend more widely the opportunity for young people throughout the Province to continue their education after graduation from secondary school.' . . . 'This purpose is much more than that of merely filling a hitherto neglected gap in our educational system. It is their responsibility to fashion a distinctive educational approach designed to meet the needs of modern life.' (The Role of District and Regional Colleges in the British Columbia System of Higher Education. The Academic Board for Higher Education in British Columbia, January 1965, pp. 11-12.)

develop his interests as an individual and his capacities as a member of society. The length of the programs may vary; but there will be a tendency for them to extend over two years.[1]

(c) Articulation with the Schools.

Except for preparing students specifically for admission to universities (matriculation) the programs in the schools have been devised largely on the assumption that pupils will terminate their formal education at the end of the school system; and the tendency has been to diversify programs to meet the valid needs of students who will not continue their formal education. The assumption will no longer have the same validity. Some pupils will not complete school, and among those who complete school some will not immediately proceed with post-school programs; but the programs in high schools will become increasingly preparatory to further education. It will be necessary to articulate the programs in the schools and the programs in the new post-school institutions so as to provide progressive educational experiences.[2]

(d) Articulation with the Universities.

The programs of the new institutions must be devised primarily for the needs of students who are not proceeding to university and who, in the main, can be expected to terminate their formal education at the end of the process. The programs should not, in any narrow sense, be prerequisite to programs at the universities. However, after completing another two years, the general education of the students will be significantly advanced; and provided the level of achievement points to the capacity to proceed successfully through university, the opportunity to do so should not be denied to them. Some accommodation within the university may therefore be required to provide for progressive educational experiences. This accommodation should not however reduce the substance behind the university degree.[3]

(e) Adult Continuing Education.

The new institutions will have a function to perform in the expanding provision of continuing education for those who have withdrawn from the main stream of formal education. Adults seeking further education on a part-time basis will have had varied educational experiences, and the additional education sought will be at different levels. Many will have completed their formal school education and will be seeking further education of a kind and level offered by the new institutions. The provision of opportunities for this group will become the responsibility of the new institutions.[4]

---

[1] 'A college should be regarded as a unique educational setting wherein academic and technical fields can be merged in ways that are not open to other post-secondary institutions whose programs do not cover as wide a range of abilities and interests. By adhering to this broad intention, the college can promote a distinctive type of higher education that will not only offer exceptional educational opportunities for the young people of the Province, but will also serve to counteract the false distinction that is commonly drawn between academic and technical education. In a comprehensive sense all fields of education, whether literary, artistic, scientific, or applied have techniques for acquiring, communicating, and utilizing knowledge. Likewise every field of education has its discursive and contemplative aspects as expressed in its historical, social and aesthetic components. Within a college program these may be merged in ways that will enable students to comprehend their fields of study not merely as academic or technical but as powerful social and intellectual forces that are deeply and widely influential in human affairs.' (The Role of District and Regional Colleges in the British Columbia System of Higher Education, p. 11.)

[2] 'The composite nature of the college program presents a degree of flexibility within its educational structure that is not typical of the programs of either universities or institutes of technology. Hence, it is recognized that colleges will admit students on a broader basis than that adopted by other institutions of higher education. . . . Although colleges are autonomous regarding whom they admit, the following is proposed as a suitable guide:

1. Graduates of a senior secondary-school program either by recommendation by an accredited school or by written examinations to be admitted;
2. Students with an overall average of fifty percent or better on the final examinations of the senior, secondary-school program but who are deficient in not more than two subjects may be admitted after the successful completion of tests administered by the college to indicate likelihood of success, and following interviews to determine their personal suitability.' (The Role of District and Regional Colleges in the British Columbia System of Higher Education, pp. 20-21.)

[3] 'The college academic program should be a basic one that will qualify the students who successfully complete one or two years to proceed to the next higher year in most university courses, but not in all. However, as stated in President Macdonald's report on Higher Education in British Columbia: "It would be unfortunate, I think, if the proposed two-year colleges merely tried to duplicate the schedules, faculty, courses and organization prevailing at the university. Their academic programs must be parallel so that the best students can transfer to university, but parallel should not mean identical. . . . When I say that courses should be parallel but not identical, I am envisaging some flexibility in the university entrance and prerequisite requirements. For example, we will all want to know that the student is competent in the study of English literature, not that he has studied particular prescribed texts." ' (The Role of District and Regional Colleges in the British Columbia System of Higher Education, p. 23.)

[4] 'In order to meet the broad educational demands of the communities they serve, the colleges will provide programs that extend beyond their regular full-time programs. An understanding of our own and other cultures, and of the social and physical world in which we live, has become increasingly important for the members of a self-governing society. A college should reach out into the community to extend its educational scope and to make use of the college facilities and resources for all who can benefit. Such programs usually include: late afternoon and evening courses for credit in the various college programs; non-credit seminars, institutes, workshops and conferences for persons in various professional and occupational fields; lecture series on topics of current interest, and so forth. Such programs have greater significance than ever before, because no matter what course a student may have taken he faces a lifetime of learning in order to keep up with the changing world in which he lives.' (The Role of District and Regional Colleges in the British Columbia System of Higher Education, p. 26.)

(f) The Government and Organization of the New Institutions.

The schools serve the needs of particular localities and are organized on the basis of local government. The service areas of the universities are not geographically prescribed, and their government is provincial rather than local. The new institutions, if they are to be effective will have to be receptive to local needs; and the appropriate form of government will be affected by the tendency to decentralize physical facilities so as to equalize opportunities. But it will be uneconomical to decentralize to the extent within the school system. The tendency will be for the new institutions to serve the needs of districts, within which adequate numbers of students may be found, and new forms of government will have to be devised.

(g) Financing the New Institutions.

School education is 'free', i.e., no fees are charged; and a substantial part of the costs of school education are met directly from the locality. The universities charge fees; but the main part of the costs of university education are met directly from the Treasury of the Province. In establishing the new institutions decisions must be made respecting the distribution of costs.

(5) Concurrent Adjustments, University and Non-University, to meet the Growth of Numbers.

There is a problem of adjustment of the structure of the universities to the increasing numbers who are, and will be, seeking university education. At the same time there is a problem of developing the institutional and organizational framework to provide, on a systematic basic, the valid post-school alternative for the increasing numbers who, on leaving school, will not proceed to university. The two problems might be approached as entirely distinct and separate parts of the general problem, i.e., the arrangements for each might proceed substantially without reference to the arrangements for the other. The institutional structure devised to provide the alternative to university education might be wholly unrelated to the institutional structure of the universities; and provision for expanded facilities for university education might be made without reference to the provision of facilities for the new kind and level of education. This seems to be substantially what is taking place in the Province of Ontario. Alternatively, in view of the tendency to decentralization of facilities required in the solution of both problems, the approach might be to combine facilities for university education with facilities required for non-university post-school education with consequent connections between the universities and the new institutions. This seems to be essentially what was intended under the Public Junior Colleges Act, 1958, in the Province of Alberta. The approach proposed by the Parent Commission in the Province of Quebec is different again. The institutes are to be formed by combining a year of school education and a year of university education to constitute programs of two years' duration, with the appropriate institutional arrangements for the government of the 'Institutes'.[1]

---

[1] 'The effect that the provision of other types of post-secondary institutions, and the junior colleges, Ontario's Community Colleges, and the Institutes recommended by the Parent Commission in Quebec, will have on university enrolments is very difficult to assess. All we can say for certain is that they are bound to increase the number of students in post-secondary institutions of all kinds taken together. There has been an inclination to believe that the establishment of a junior or community college will decrease the pressure for places in the university. This may prove to be the case, but the experience in the United States, where the junior college movement is most advanced, has been to the contrary. In that country, junior colleges have tended to relieve pressure on the first two years of the normal university program, but the great increase in educational opportunity has resulted in larger enrolment in the final two years of the undergraduate courses and in the graduate schools. This increase has more than offset the decrease in the pressure on the early two years.

We have not tried to estimate the separate enrolment in these institutions. In so far as their studies are of university level and are following courses of a university type they are included in our projections. We have not, however, tried to estimate the impact of these other types of post-secondary institutions upon university enrolments. The plans for the development of these colleges are scarcely sketched, and we have no experience of the response they will receive. We see great merit in the proven differentiation of educational programs for students of differing interests and abilities. We hope that the plans for development for the universities are sufficiently flexible to adjust to the changes that successful innovation in this field of education may induce in the next decade. The character of the problem may change rapidly; the magnitude of the problem is not likely to be thereby reduced.' ("Financing Higher Education in Canada", Report of a Commission to the Association of Universities and Colleges of Canada. October, 1965, pp. 16-17.)

PART II

VARIOUS APPROACHES TO THE GENERAL PROBLEM

(1) The Approach in the Province of Quebec: "Institutes"

The approach outlined here is based on the Report of the Royal Commission of Inquiry in the Province of Quebec, October 1964. The Royal Commission was appointed in April 1961. A final portion of the Report of the Commission, which will deal **inter alia** with the financing of education, remains to be completed and published. The Province is in the process of evolving its plans in the light of the recommendations already received from the Commission.

The proposals made in the 1964 report are designed to create a coherent system of education out of a complex and inchoate one, much of which was recognized as outmoded. The need for revolutionary change provided the opportunity to bring to bear on the problems the contemporary educational philosophy and concepts.

It is proposed that the 'secondary' course should extend from the seventh through the eleventh year of the schools; and should be divided into two cycles. Years 7 and 8 would be devoted to general education; pupils might begin to specialize in years 9, 10 and 11. Secondary education should be organized in regional composite schools with enrolments of between 1,000 and 2,000. The composite schools would offer a variety of courses and services corresponding to the various talents, tastes and needs of young people between 12 and 16 or 17 years of age; but all pupils would be required to take certain courses in each of the four principal fields of knowledge—language, the sciences, the arts, and technology. A system of accreditation of institutions of secondary education is recommended.

It is proposed that education through the thirteenth year should be encouraged by establishing a level of education complete in itself, of two years duration, after the eleventh year. The organization and content would be clearly separate from the secondary school courses and from higher education. To emphasize its comprehensive or composite character the courses of study should be called 'pre-university and vocational education', and it should be offered in institutions to be called 'Institutes'.

The Commission recommends that the Department of Education establish the standards and requirements of admission to the Institutes, leaving each institute the task of applying these criteria with proper regard to the special characteristics of the area, and in collaboration with counsellors in the Department. The courses offered at the Institutes would be the preparatory stage for higher education in the case of those intending to continue their studies; and, for all others, a terminal phase in general education and vocational training, preparing directly for a career. The Institutes should offer a wide range of electives, but students should be required to combine basic courses ('physical education, the mother tongue, a second language, and philosophy') with courses in a specialty and courses complementary to their specialty, each of these categories comprising about one-third of the total. All students preparing for higher education should spend two years at the Institutes before being admitted to university. The curriculum and examinations Division of the Department of Education should take pedagogical responsibility for pre-university and vocational education; and study should be given to a system of accreditation for the Institutes, based on precise and recognized standards.

It is recommended that the Institutes include no fewer than 1,500 students; and that the Educational Organization Division of the Department prepare a map indicating the locations in which Institutes might be established. Each Institute would be organized and administered by a public corporation. The twelve members of the corporation would be appointed by the Minister of Education from lists supplied by regional groups or organizations, e.g., schools, teacher associations, parents' associations, industrial organizations, labour unions, and the nearest institution of higher education.

At the level of higher education it is proposed to enlarge the system by the establishment of Limited Charter Universities with authority to offer only programs leading to the Bachelor's degree (three years), i.e., they would not offer graduate studies. The Limited Charter University is to serve an area large enough to provide 2,000 students. It is also proposed that Centres of University Studies be established. The Centres would be branches of universities, administered by the universities, and providing at least 1,000 students with the first or the first two years of university studies in an adequate number of basic disciplines including education. The Commission recommended Limited Charter Universities and Centres of University Studies at particular locations and that 'the Board of Higher Education, in conjunction with the Division of Planning of the Department of Education, closely follow the development of higher education during the next few years, to determine the advisability of creating new Centres of University Studies in other regions, of creating Limited Charter Universities from Centres of University Studies that have reached an adequate stage of development and meet established standards, and of establishing new Unlimited Charter Universities.'

(2) The Approach in the Province of Ontario: "Colleges of Applied Arts and Technology"

The Department of Education Amendment Act of 1965 provides for the establishment of Colleges of Applied Arts and Technology.

In introducing the Bill the Minister of Education made the following statements:

"The Bill . . . provides for the introduction of a **new level and type of education.**"

The Minister quoted from an earlier statement to the legislature by the Premier:

"It is generally agreed that changes in technology have always and will continue to affect our social and economic system. It is also agreed that the rate of change in our social and economic system is related to the rate of change in technology, and that the rate of technological change is accelerating. Further, there is general acceptance that the first implication of technological change will be the change in the nature of individual jobs and each such change eventually leads to changes in values, patterns of behaviour and our social institutions, including government itself."

The Minister laid down the following broad lines of policy:

1. The Number and Location of Colleges

Decision with respect to the number and location and the criteria to determine the area to be served by each would await the establishment of the Council of Regents. Studies of local needs and requirements must be made in each case. These will consider the position of the institutes of technology and trades and vocational centres. The Council of Regents may recommend a complete integration of existing institutions and efforts. They will be 'community' colleges; and residence or dormitory facilities will not necessarily be provided.

2. Administration

The new institutions will commence operations under the Department of Education, which will be advised by the Provincial Council of Regents. Provision will be made for district Boards of Governors.

3. Financing

If the most rapid development is to be assured the College must, for the immediate future at least, be financed by the Province, without local taxation. A tuition fee, modest in amount, will be charged. It is planned to take full advantage of the financial arrangements with the Federal Government in the field of technical education and trade training.

4. General Responsibilities

To provide courses of types and levels beyond, and not suited to, the secondary school setting; to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and, to meet the educational needs of adults and out-of-school youth: whether or not they are secondary school graduates.

5. Programs of Studies

The full range of offerings might include technician and technological programs; semi-professional non-engineering type programs (e.g. paramedical); programs in office and distributive occupation, including management courses; service industry courses; commercial courses; agricultural and agriculture-related programs; general or liberal education courses, including remedial courses, and often incorporated as part of the other programs; programs of recreation; general adult education courses; trade skills, pre-apprenticeship, and apprenticeship training; retraining, upgrading and updating courses.

The colleges would be composite or comprehensive institutions, preferably with several buildings on the same campus, providing a variety of programs of varying length, including work-experience programs, by day and in the evening, for adults as well as youth, and for probably more part-time than full-time students. Some features will be common to all programs; they will be occupation-oriented for the most part; they will be designed to meet the needs of the local community.

6. Relation to Universities

The Province has adopted a policy of expansion of existing universities and the establishment of new universities sufficient to meet that need for the foreseeable future. The list of courses does not include 'transfer' or 'college parallel' courses, leading to advanced placement in universities. These will be offered in the schools as Grade 13, or the proposed matriculation year. The general or liberal education courses proposed for the colleges are not thought of as university level courses. Nevertheless, no able and qualified students should be prevented from going on from a college to a university. A committee of representatives of the Department of Education and of the universities will be set up to determine the conditions and procedures under which universities may grant admission to outstanding students who have successfully completed an appropriate program at a college. Some universities may make arrangements with a particular college to conduct one or two of their own degree courses within the college.

The Department of Education Amendment Act, 1965, provides:

1. The Minister may establish, name, maintain, conduct and form colleges; the Minister shall be assisted in the planning, establishment, and co-ordination of programs of instruction and services by the Ontario Council of Regents composed of members appointed by the Minister; there shall be a board of governors for each college composed of such members and have such powers and duties as may be provided by the regulations; each board shall be assisted by an advisory committee for each branch of instruction. Subject to the approval of the Minister a board may enter into agreement with a university for the establishment, maintenance,

and conduct by the university in the college of programs of instruction leading to degrees, certificates or diplomas awarded by the university. The board may also enter into agreements with professional organizations or organizations of industry or commerce.

2. The cost of the establishment, maintenance and conduct of a college shall be payable out of moneys appropriated therefor by the legislature, moneys received from Canada, moneys contributed by organizations under agreements, fees paid by students, and other sources.

3. The regulations may provide for the composition of the Council of Regents; the boards of governors; the type, content and duration of programs of instruction; the requirements for admission of students and the terms or conditions on which they may remain in or be discharged from programs; the granting of certificates and diplomas; the qualification and condition of service of staff; travel expenses; and the amounts and manner of payment of fees.

The Regulation made under the Department of Education Act will be found in Appendix D.

(3) The Approach in British Columbia: "District Colleges"

In January, 1965, the Academic Board for Higher Education in British Columbia published a booklet entitled 'The Role of District and Regional Colleges in the British Columbia System of Higher Education'. Because of its excellence as a statement of a general approach to the extension of opportunities for higher education Part 1 'Extending the Opportunities for Higher Education' is quoted verbatim.

"The broad purpose of a publicly supported system of education is to develop the human resources of the province it serves by increasing the knowledge, capacities and skills of people in all walks of life. If a country or province fails to develop its human resources, it cannot progress far in other ways even although its physical resources may be bountiful.

The most direct and effective means for developing human resources is a system of formal education commencing with elementary school, continuing through secondary school and proceeding to post-secondary or higher education. Such a comprehensive system of education is designed to serve both the needs of the individual and of the society in which he lives. In all parts of the world that have achieved high standards of living, human resources have been extensively developed through well established systems of public education; whereas in backward regions human resources for the most part have remained underdeveloped because of inferior systems of education. Nothing reveals the backwardness of a region more typically than an illiterate and uneducated population. No aspect of community life exists in isolation and the economic and cultural advancement of a region and its educational progress are inseparable, each depends upon the other.

It is trite even to mention that the times in which we are living are changing at an unprecedented rate, and that the ways in which we do things today are outdated tomorrow. Educational systems are no exception and they must undergo constant change in order to sustain and also to set the course for continued development. It is through education that people become equipped to deal with changing times and to find new and more effective ways for meeting the complex problems that arise.

In those parts of the world that have progressed, education is no longer the privilege of a chosen few. Standard or uniform programs of elementary and secondary education have been available for many years to virtually all children and young people who live in well developed countries. However, it is only in recent times that it has become generally recognized that school programs that are for the most part uniform for all pupils are no longer adequate to meet the conditions of modern life. This becomes more evident as we enter the age of automation, which need not become an age of impersonal uniformity and widespread dislocation if young people are given sufficient opportunities to develop the various capacities and talents they have. The reorganization that is now taking place in the British Columbia secondary-school program, which will be complete by the 1966-67 school year, is a progressive step toward meeting the growing need for a diversity of educational opportunities for young people of different abilities, talents and interests.

It is a matter of concern that post-secondary educational developments have scarcely kept pace with the changing times. The facilities at this level have remained too confined and the programs too limited. However, within recent years an awareness of the predominant importance of higher education for continued prosperity has swept through the world at a rate that has been matched by few, if any, other world-wide movements in the whole of history. As a result many institutions of higher education have been established, not only in well developed countries but also in some which previously had no such educational facilities whatever.

There are two somewhat different trends that have been followed in this recent development of post-secondary education. In some places the opportunities for post-secondary education have been expanded largely by increasing the number of universities; in some other localities by developing a broader, more balanced system that includes institutes of technology, colleges and universities. The Province of British Columbia has adopted the latter approach as the most effective way to extend the opportunities for post-secondary education throughout the Province and to meet the increasingly varied demands of modern life.

Multiplying the number of universities without providing other types of educational institutions is a restrictive approach in that it forces all students who continue their education beyond secondary school to undertake what is essentially the same kind of post-secondary education. It implies that only those students whose abilities and interests are in keeping with university requirements should be afforded an opportunity to proceed beyond secondary school. This is wasteful of human resources because the abilities and vocational interests of those who graduate from secondary school differ much more widely than the opportunities afforded by the academic and professional programs of even large, composite universities.

Many studies have shown that people's abilities differ not only in degree but also in kind, and many secondary school graduates whose abilities do not tend specifically toward academic and bookish studies are capable of excelling in other ways. They may surpass many university graduates in: their ability to deal effectively with people; their ability to manage practical and technical affairs; their artistic, musical or dramatic talent; their capability and initiative for getting things done; and in terms of their sheer good sense, judgment and responsibility. Given an opportunity in programs that will challenge their respective abilities and interests, some of these young people can develop exceptional capacity for managing some of the most important aspects of our industrial, commercial, political and community life. It is important to their future and to that of the communities in which they live that they be given the opportunity to do so. The pages of history record the distinguished achievements of many illustrious persons

whose abilities and interests were not primarily academic, but whose qualities of leadership and initiative were outstanding.

A further consideration is that the universities themselves have been hampered in achieving their aims when they have been obliged to provide for the further education of secondary-school graduates in the mass. Undoubtedly this has contributed in large part to the excessively high failure rates in the first two years at university. As President Macdonald states in his Report on Higher Education in British Columbia 'the presence at the university of substantial numbers of unsuccessful students constitutes a waste of time and money', and it might be added of human resources. It is not that most of these unsuccessful students lack the ability to profit from further education. Their secondary-school records as a rule confirm their general ability. It is rather that their particular abilities and interests are different from those which the universities are designed to serve. In order to fit increasing numbers of young people who display varied capacities and interests into an increasingly complex civilization, a greater diversity of educational institutions is required than is provided by universities alone.

As distinct from a single stream system of higher education, an alternative which includes institutes of technology, colleges and universities provides wider educational opportunities that are better suited to the different abilities and interests of secondary-school graduates, and to the manifold occupational and professional requirements of modern times. Moreover, colleges and technological institutes being two-year institutions do not require the expensive resources and facilities of the universities for courses in the upper years and for post-graduate studies. Hence, they can be more economically dispersed throughout the Province to extend the educational opportunities more widely for young people who do not reside in the larger metropolitan centres. Furthermore, many secondary-school graduates are either unwilling or unable to continue their formal education over a period of four or more years at a university."

Part III of the publication of the Academic Board for Higher Education in British Columbia gives as one of the purposes of district and regional colleges:

"to extend more widely throughout the Province opportunities for young people to continue their education after graduation from secondary school. This purpose is accomplished by the colleges:

(a) being close to the homes of the students who attend;

(b) being less restrictive than other institutions of higher education regarding the admission of students who graduate in the various senior secondary school programs;

(c) being relatively inexpensive to attend;

(d) providing various academic, technical and other programs at the post-secondary level."

Part III deals further with 'District and Regional Colleges' and deserves to be quoted extensively. One broad purpose of the colleges

"is to provide within a single educational milieu a variety of educational opportunities for students of different abilities, talents, and interests". This purpose "implies much more than merely having both academic and technical or other programs carried out in the same institution. A college should be regarded as a unique educational setting wherein academic and technical fields can be merged in ways that are not open to other post-secondary institutions whose programs do not cover as wide a range of abilities and interests. By adhering to this broad intention, the colleges can promote a distinctive type of higher education that will not only offer exceptional educational opportunities for the young people of the Province, but will also serve to counteract the false distinction that is commonly drawn between academic and technical education.

In a comprehensive sense all fields of education, whether literary, artistic, scientific or applied have techniques of acquiring, communicating and utilizing knowledge. Likewise, every field of education has its discursive and contemplative aspects as expressed in its historical, social and aesthetic components. Within a college program these may be merged in ways that will enable students to comprehend their fields of study not merely as academic or technical but as powerful social and intellectual forces that are deeply and widely influential in human affairs.

This is a great educational opportunity and challenge for the colleges. Their purpose is much more than that of merely filling a hitherto neglected gap in our educational system. It is their responsibility to fashion a distinctive educational approach designed to meet the needs of modern life. To accomplish this goal will demand an unrestricted educational outlook and the concerted effort of all members of the college staff."

"A college will have its most productive development when it is seen as an educational institution in its own right that offers programs of value in and of themselves rather than as either Grades 13 and 14 or the first two years of university. Moreover, there is need for effective relationships with the secondary schools, the universities and with the businesses and industries in the local area."

"Colleges should not be confused with universities; nor should they attempt to become universities. To do so would defeat the major purpose for which they were established. Colleges should remain two-year institutions devoted to the broad educational purposes they are intended to serve."

"The composite nature of the college program permits a degree of flexibility within its educational structure that is not typical of the programs of either universities or institutes of technology. Hence, it is recognized that colleges will admit students on a broader basis than that adopted by other institutions of higher education. The general requirement for admission to a district or regional college should be graduation in a senior secondary-school program."

"Because of the variety of its educational programs, a college has greater flexibility than other post-secondary institutions to arrange its courses to meet the needs of students of various talents and interests. Academic and technical courses may be combined in various ways so that students may transfer readily from one program to another without serious loss of time. Such flexibility is especially important in view of the college entrance requirements being wider than those of other institutions. Thus some students who do not meet the stipulated requirements for entrance to a university may, by successfully completing a college academic program, prove their suitability for continuing their education at a university. Similarly, some students who commence a college academic program may find that their talents and interests are more in keeping with a technical program and hence transfer. In this way the college permits students to change their educational and vocational objectives even after having graduated from secondary school. There should be complete acceptance by all members of the college staff that transfer from one program to another is available for any student according to his demonstrated talents and interests. Students who transfer would be required to make up any deficiencies in their secondary-school subjects by taking college prerequisite courses. Such prerequisite courses should not duplicate those of the secondary-school curriculum; they should be more intensive, cover a wider scope and progress more rapidly than those at the Grade 12 level."

"The college academic program should be a basic one that will qualify the students who successfully complete one or two years to proceed to the next higher year in most university courses, but not in all. However, as stated in President Macdonald's Report on Higher Education in British Columbia: 'It would be unfortunate, I think, if

the proposed two-year colleges merely tried to duplicate the schedules, faculty, courses and organization prevailing at the University. Their academic programs must be parallel so that the best students can transfer to university, but parallel should not mean identical. . . . When I say that courses should be parallel but not identical, I am envisaging some flexibility in the university entrance and prerequisite requirements. For example, we will all want to know that the student is competent in the study of English literature, not that he has studied particular, prescribed texts'."

In British Columbia the establishment of district or regional colleges is provided for under the Public Schools Act Amendment Act, 1965. A 'District College' is defined as 'a college established under this act by a Board of School Trustees in which tuition in the first and second years of university work and other courses normally requiring completion of secondary school for admission are offered by the authority of the Board'. A 'Regional College' is defined as 'a college established under the Act by the Boards of School Trustees of two or more adjoining school districts in which tuition in the first and second years of university work and other courses normally requiring completion of secondary school for admission are offered by authority of the Regional College Council'.

The Act provides that a Regional Council shall be composed of

(a) the principal of the college;

(b) two members appointed by the Lieutenant-Governor in Council;

(c) a member appointed by the Minister of Education who shall be a District Superintendent of Schools, and

(d) such other number of members as determined by the Minister to be appointed by each participating Board, at least one of whom shall be a trustee.

Section 192 of the Act reads:

"(1) The Minister of Finance shall pay in each calendar year to the Board of each school district maintaining a school district college a grant for operating expenses of the college for that year equal to one-half of the difference obtained by subtracting from the total amount of essential operating expenses set forth in the annual estimates of the college as finally approved by the Minister of Education the amount of the grant payable to the college for that year by the Government of Canada.

(2) The Board shall assume as its obligation the amount by which the total amount established in the annual estimates of the college for operating expenses reduced by the amount of the grant payable to the college by the Government of Canada exceeds the sum of the operating grant calculated under subsection (1) less any tuition fees or other revenue in respect of the college which accrue to the Board.

(3) Where the Boards of two or more adjoining school districts are authorized under this Act to maintain a regional college, the Minister of Finance shall pay in each calendar year a grant for operating expenses of the college for that year calculated as provided in subsection (1), except that the grant payable to each school district shall be so apportioned that the amount assumed as its obligation by each Board under subsection (2) shall be equivalent to the amount raised by a uniform levy in each of the school districts or a levy as otherwise agreed upon by the participating Boards."

Section 193 of the Act reads:

"(1) The Minister of Finance shall pay in each calendar year to the Board of each school district maintaining a school district college a capital grant for that year equal to one-half of the total amount set forth in the annual estimates of the college for the payment of principal and interest of debts for capital expenditures in respect of the college that are approved by the Minister of Education and specified by him as being eligible for grants under this Act.

(2) The Board shall assume as its obligation

(a) The amount of the difference obtained by subtracting from the total amount set forth in the annual estimates of the college for payment of interest and principal of debts for capital expenditure the amount of the capital grant calculated under subsection (1); and

(b) the total amount required for capital expenditures, as set forth in the annual estimates of the college for capital expenses, that are approved by the Minister of Education but specified by him as not eligible for grants under this Act.

(3) Where the Boards of two or more adjoining school districts are authorized to maintain a regional college, the Minister of Finance shall pay in each calendar year a capital grant for that year calculated as provided in subsection (1), except that the capital grant payable to each school district shall be so apportioned that the amount assumed by each Board under subsection (2) shall be equivalent to the amount raised by a uniform levy in each of the school districts."

The Revised Rules of the Council of Public Instruction provide:

"For the purpose of calculating the essential operating expenses of a college to be finally approved by the Minister of Education in accordance with Section 192, the following will apply:

(a) An amount or amounts will be determined and approved by the Council of Public Instruction which, multiplied by the number of approved instructional staff, will be the total amount of essential operating expenses to be approved by the Minister.

(b) The instructional staff of a college will be calculated on the basis of one full-time staff member for each twenty full-time students or additional fraction thereof.

(c) The number of students in any one year will be certified by the Secretary-Treasurer as being those enrolled and for whom fees are paid or credited in the academic year prior to September 1. The number of full-time students shall be determined by dividing the total number of units for which students are enrolled by fifteen.

A 'unit' for the purposes of this clause is defined as being one lecture hour or one laboratory or shop period of two or more hours per week.

For the purpose of calculating capital expenditures of a college to be approved by the Minister of Education and specified by him as being eligible for grants in accordance with Section 193, the following will apply:

(a) An amount or amounts will be determined and approved by the Council of Public Instruction which will be the maximum amount to be approved by the Minister for the construction and equipment of a college building and specified by him as eligible for grants.

(b) The acquisition of a site for a college and the cost of grounds beautification and site development, other than that directly related to building construction, shall not be eligible for grants in accordance with Section 193.

The Vancouver City College, operated by the Board of School Trustees District 39, Vancouver, was established in 1965. The Catalogue 1965-66

states 'The establishment of Vancouver City College is a logical step in the development of post-secondary education by the Vancouver School Board. The Vancouver School of Art was established in 1925 to offer full-time day instruction in this specialized field. The Vancouver Vocational Institute, which opened in 1949, provides day and evening technical and vocational training. King Edward Senior Matriculation and Continuing Education Centre has since 1962 offered senior matriculation and high school completion for adults on a full-time basis, day and evening. These three institutions have been co-ordinated as an education complex called Vancouver City College. Their combined facilities are designed to provide a broad variety of post-secondary educational opportunities".

The Academic Board for Higher Education in British Columbia, which consists of appointees of the universities and of the Lieutenant-Governor in Council, has power '(b) to collect, examine, and provide information relating to academic standards, and to advise the appropriate authorities on orderly academic development of universities established under the Act and of colleges established under the Public Schools Act by keeping in review the academic standards of each; and (c) without limiting the generality of the foregoing, to report on any matters respecting academic standards and development in higher education as may be from time to time required by the Minister of Education.' The Board reports annually to the Minister of Education.

Reference to the West Kootenay Regional College will be found in Appendix E.

(4) A Brief Reference to Experience in the United States: "Community Colleges"

The outstanding feature of the education system in the United States is its great variety. The great wealth of the country, in addition to other considerations, make proliferation of institutions and the costs of duplication of less concern than they necessarily are in Canada. The approach outlined here conforms to one pattern evident in the United States. There is a substantial literature on the subject of two-year colleges in the United States; much of it by proponents of Community Colleges. The specifics of the approach outlined here seem to conform to the views of the advocates of the College system, particularly in the Western United States.

All pupils should leave school at the end of the twelfth year (Grade 12). Pupils proceeding to further education should attend at institutions called 'Community Colleges' offering programs extending over two years. The Colleges should offer comprehensive programs of study with a wide range of electives. In principle, the programs of study are seen to be terminal, in the sense that their content is not preparatory to further studies. However, students completing the two years of the college may transfer to universities. The universities offer 4-year programs from the end of the twelfth year (Grade 12), and qualified students may enter them directly from school. Students from the colleges may enter the third year of university. Thus students attending colleges and transferring to universities may receive their first degrees at the same time as students who proceed immediately from school to the university, i.e., normally at the age of 21 years.

One of the most quoted references to the two-year college in the United States is from the Second Report to the President, U.S. Printing Office, 1957: "The expansion of the '2-year College' has been one of the most notable developments in post-school education in twentieth century America . . . These (institutions) respond to the increasing demand for a greater variety of more accessible training and education, while at the same time helping other colleges and the universities to concentrate a greater proportion of their energies than would otherwise be possible on upper division, graduate, and professional work . . . Community Colleges are not designed, however, merely to relieve enrolment pressures on senior institutions. They have a role and integrity of their own. They are designed to help extend and equalize opportunities to those who are competent and who otherwise would not attend college, and to present a diversity of general and specialized programs to meet the needs of diversified talents and career goals."

Not all university educators in the United States have supported the 20-year college movement; but some distinguished university presidents have lent strong support. The following quotation from Conant's "Citadel of Learning" is taken from "The Junior College, Progress and Prospect", Leland L. Medsker, 1960, Page 299.

"If they (two-year colleges) were vigorously supported and expanded as the wave of increased numbers hit the universities, the distribution of youth among the various types of educational institutions might be radically altered without diminution of the percentage of youths receiving an advanced education. If this were done, the composition of the student bodies in the universities would change without any reduction in size; the emphasis would shift toward professional education. That such a shift would be beneficial for those universities now aiming at becoming first-rate scholarly institutions few would question. On the other hand, if some such development does not occur, the pressure of applicants on the tax-supported universities will force a rapid and enormous increase in the teaching staff. The quality of the faculty is bound to deteriorate and more than one promising center of research and professional education will become a training institution.

There would seem to be great advantages, therefore, in preparing now for the time, only a few years hence, when the flood of college students will be at hand. And those preparations, to my mind, should consist primarily in the establishment of many local two-year colleges. They should be planned to attract the large majority of the youths who now enter a four-year college or university with little intention of completing a four-year course of study."

In principle the 2-year colleges in the United States have been conceived as providing a comprehensive program of post-secondary education which is complete in itself. However, it is admitted that in practice the courses, even of a general character, may be patterned closely after the corresponding junior courses of the universities. Medsker says:

"Cause for concern arises from two facts: (1) the prevalence of the claims made by the junior

college that one of its chief functions is to prepare students for technical and semi-professional pursuits, and (2) the discrepancy between the number of students enrolled in technical terminal programs and the number of them who actually become terminal students. In other words the contention that the junior college devotes much of it energy to the terminal program is substantiated neither by the objective data revealed in the study nor by the observations made in the majority of the institutions visited. It is obvious from the data presented that the 2-year college in America is focused more on the transfer than on the terminal function. If, then, the institution is to be adjudged unique solely on the basis of its special service to students who do not transfer, it fails to measure up. It is paradoxical that, in the institutions studied, about two-thirds of the students prepared to transfer yet, from a given entering class, only a third of the students actually went beyond the junior college. Conversely, only a third of the students were enrolled in courses which ostensibly prepared them for employment, yet two-thirds of them went into some type of life activity without further college experience."

Among the reasons advanced by Medsker for the limited success of the 2-year college in finding its unique role and establishing its own integrity are honest disagreement over what should constitute a terminal program, disagreement over what a 'technician' is or of what his training should consist, and disagreement among employers on what constitutes the best preparation for a job. Further: "Administrators, Counsellors and Teachers in most of the 2-year colleges visited agreed that no matter how hard an institution endeavours to effect a terminal occupational program it is difficult to interest students in the program **except in highly specialized institutions.** One reason for this difficulty is the prestige values that pertain to 'regular' college work".

The terms of a Bill to reorganize non-university post-school education in the State of Iowa is included in Appendix F.

PART III

THE ALBERTA EXPERIENCE

(1) The Legislation

An Act to provide for the Establishment of Public Junior Colleges (The Public Junior Colleges Act) was passed in April, 1958. An Act to authorize assistance to the University of Alberta and to Junior Colleges (The University and College Assistance Act) was passed in 1964.

(a) The Public Junior Colleges Act

The Public Junior Colleges Act provides that Junior Colleges may be established for the purpose of teaching (a) subjects of university level not higher than the level commonly accepted for the first year beyond university matriculation in a course leading to a bachelor's degree; (b) with the approval of the University of Alberta, subjects in a course of study for a year other than the first year beyond University of Alberta matriculation, and (c) other subjects of a general vocational nature not provided in the high school curriculum of the Province. The College may offer day courses and evening courses of an academic, vocational, cultural or practical nature; and short courses in institutes.

A College may be established by a school board or under an agreement between school boards. The consent of the Minister of Education and the approval of affiliation by the University of Alberta are required. A provisional board is to study the need and feasibility of the proposed college; apply for consent and approval; execute an agreement between the participating school boards; and apply for the incorporation of the college.

The application for incorporation names the board of trustees and specifies the nature and location of the proposed facilities. The Minister may negotiate changes, but on approval the application is referred to the Lieutenant Governor in Council for an order. The order, **inter alia,** prescribes the service area of the corporation and the location of its buildings and offices and fixes the amount to be paid to the college board by each of the sponsoring school boards for the first and second year in which the college operates. A school board desiring to join in the operation may, subject to the approval of the Minister, enter into an agreement with the college board.

The college board includes two members appointed by the initiating school board and one member from each of the other participating school boards. There is provision for the participation of separate school boards in a school division. Members of the college board hold office for three years after which they may be reappointed. The chairman, deputy chairman, secretary, treasurer or secretary-treasurer are appointed by the board from among the members. The board controls the general policies with respect to the organization, administration, operation and courses of instruction, and assumes the responsibility for the operation of the college, from the funds provided. It must transmit to the Department of Education and the school boards the reports required by the universities.

The revenues of the board may be derived from (a) grants from the Government of Canada or the Government of the Province; (b) gifts; (c) tuition fees fixed by the board; and (d) payments by the sponsoring school boards. After the second year the school boards may pay their contributions in accordance with a formula prepared by the board and approved by the college board. The annual budget is submitted to the Minister of Education. The provisions of **The School Act** apply to debenture borrowing as if the college board were the board of a school division. A poll is required.

Students entering university courses are required to meet the admission requirements prescribed by the University of Alberta. The rules governing the admission of other students may be set by the college board. An advisory curriculum committee may be appointed.

The instructional staff for university courses must be approved by the University of Alberta. Instructors with teaching certificates come under the provision of **The Teaching Profession Act** and **The Teachers' Retirement Fund Act.** Instructors who are not members of the Alberta Teachers' Association receive salaries as agreed upon.

The Lieutenant Governor in Council may make regulations governing the conducting and operation of junior colleges.

(b) The University and College Assistance Act.

The University and College Assistance Act provides currently for the payment by the Province to the public junior college the amount of $635 for each full-time student enrolled in university courses; and, for each full-time student enrolled in courses recognized by the Government of Canada pursuant to the Technical and Vocational Agreement and for the support of other courses which may be offered by the college, such sums as may be prescribed by the Lieutenant Governor in Council.

Proposals for capital expenditures must be submitted to the Lieutenant Governor in Council and are referred to the School Buildings Board for a recommendation. At the discretion of the Lieutenant Governor in Council the college may be paid either (a) a sum not exceeding ninety per cent of the cost of the project insofar as it has been declared eligible, or (b) such sums, annually, as will pay an amount not exceeding ninety per cent of the debenture payments, principal and interest, attributable to the project insofar as it has been declared eligible. The College may, at its own expense, proceed with a

proposal in excess of the extent to which it has been declared eligible.

There is provision for a review committee including representatives of the Government and of the universities to examine and make recommendations on the schedule which prescribes the amount of the operating grant to the public junior colleges for university students.

A 'private junior college' is defined as a college other than a junior college established pursuant to **The Public Junior Colleges Act,** which is in affiliation with the University of Alberta and which offers instruction to twenty-five or more full-time students in courses for which credit is given by the university toward a degree. The Act provides for operating grants of $630 per full-time student ordinarily resident in Alberta and enrolled in university courses at private junior colleges. The Province may guarantee the repayment of sums borrowed for capital purposes, and interest, not exceeding sixty-six and two-thirds per cent of the cost of a project insofar as it has been declared eligible.

(c) The Regulations of the University of Alberta

The regulations governing the affiliation of junior colleges to the University of Alberta are set out in the University Calendar.

"By authority of the General Faculty Council of the University, junior colleges may be recommended to the Board of Governors for affiliation with the University under the following conditions:

1. STAFF

   A. Number of staff: A minimum staff of six teachers giving the major part of their time to junior college work must be maintained.

   B. Qualifications of Staff: The members of the staff should hold at least the Master's degree or its equivalent in the main field of instruction. All staff members offering instruction at the university level must be approved for appointment by the Committee on Junior Colleges of the University of Alberta. (Under the *School Act,* all staff members offering instruction in high school work must hold teachers' certificates.)

2. CURRICULUM

   Courses and programs of studies for university credit must be approved by the University Committee on Junior Colleges.

3. EQUIPMENT

   Library and laboratory facilities must be adequate in the subjects taught in the junior college.

4. ADMISSION

   The conditions of admission to university courses and programs at junior colleges will be those which obtain in the University of Alberta.

5. EXAMINATIONS

   The examinations of the junior colleges in courses offered for university credit will be the regular University examinations for the first year.

6. FINANCIAL SUPPORT

   The University of Alberta assumes no responsibility for the financial support of affiliated junior colleges.

7. AFFILIATION WITH OTHER INSTITUTIONS

   Junior Colleges affiliated with the University of Alberta may not have or enter into affiliations or accreditation arrangements with other colleges or universities without the permission of the General Faculty Council.

8. PERIOD OF AFFILIATION AGREEMENT

   The period of any affiliation agreement shall be five years.

9. PUBLIC ANNOUNCEMENTS

   All documents which an affiliated institution proposes to issue for public information and which purport to contain a statement of the institution's relationship with the University or other universities shall be submitted before printing for the approval of the President of the University.

(2) Public Junior Colleges

(a) The Lethbridge Junior College[1]

The Lethbridge Junior College was constituted under the School Act, prior to the passage of the Public Junior Colleges Act; and the experience in Lethbridge helped to determine the terms of the later Act.

Interest in the possibility of a College in Lethbridge was evident in the late forties; and in 1950 the Lethbridge School District Board secured the services of Dr. S. V. Martorana to undertake a survey of post-school education. Dr. Martorana recommended the addition of a thirteenth year to the public school program; and the development of a program of transfer courses, vocational courses, and part-time adult courses. In 1955 the School Board moved to establish a College 'in which may be taught subjects of university level and other subjects of a general and/or vocational nature beyond the level of high school'. The Minister of Education advised that 'government grants would be available if the College offered not only university but also non-university courses of a vocational nature'. The university approved the affiliation of the College in April 1957, and the College opened in the fall of that year.

The College commenced in 1957-58 with eight participating school districts and divisions. It now draws support from sixteen districts which are represented on the Board. Requisitions on participating districts totalled $66,294 in 1964-65, or 16.2% of total revenue.

Salaries for the instructional staff in the university section totalled $99,117; in the technical-vocational section, $86,316. Administrative expenses, maintenance and operation (non-salary) amounted to $63,613. Debt charges in 1964-65 were $40,504.

The College is organized into a university section; technical-vocational section; and adult education section. The College operates a Summer School

---

[1]For a fuller account of the Lethbridge Junior College, see Appendix G.

and a Coaching School. There is a Principal, Bursar and Purchasing Agent.

In 1964-65, the university section was authorized to give courses in the first year, for admission to the B.A. and B.Sc. (three years to the degree); B.Ed.; B.Com.; B.Sc. (Agric.) and B.Sc. (H.Ec.) B.P.E. There were 19 members of the instructional staff; and the Calendar listed 30 courses.

In 1964-65, the technical - vocational section had 12 members on the instructional staff, and listed 54 courses. The programs were divided into Business Education; Technologies; Trade and Occupational; and Apprenticeship Training. Courses in the Technologies were equivalent to the "A" year of the Institutes of Technology.

The adult education section reported 28 evening courses, including high school courses, languages, business courses and others.

The admission requirements for university studies are similar to those at the university. In business education and the technologies the requirement generally is 67 high school credits (Grade 11). Requirements for other programs vary.

The enrolment of full-time students has increased as follows:

	University Programs		Vocational Programs	Total
1957-58	25		6	31
1961-62	130		26	156
1964-65	191		190	381
1965-66	296	(74 second year)	178	474

In 1965-66, the College introduced the second year of university studies, and enrolment in the university section increased to 296, with 74 in the second year.

The 1964 Summer School had 57 registrants; and the Coaching School, 167. There were 541 registrants in Evening Classes in 1964-65.

Most of the full-time students are resident within a radius of 50 miles from Lethbridge; and a substantial number commute. Others obtain room and board in Lethbridge at rates from $55 to $65 a month.

The performance of students from the university section compares favourably with those attending the University of Alberta in their first year.

In 1964, the Board of the College requested that Colleges be permitted to teach 'subjects of university level in a course leading to a bachelor's degree', without restriction; and, after appropriate amendments to the legislation, General Faculty Council approved the offering of second year courses at Lethbridge. Later in the same year, the College requested relief from debenture payments, increased grants for technical-vocational students, and the approval of a new science building. The requests were substantially met. Further representations were made in late 1964 for the establishment of a third campus of the University of Alberta at Lethbridge. The Lethbridge Chamber of Commerce, in independent representations, supported the case for a 'third campus' in Lethbridge. The College Board proposed to develop and extend the existing campus. The Chamber of Commerce supported the acquisition of another site for the 'third campus'.

In 1965, the City of Lethbridge secured the services of a firm of consultants to undertake a study of the feasibility of developing university facilities in Lethbridge. The Report received by the City concluded that an institution offering the courses required for granting degrees could be established in Lethbridge.

The Lethbridge Junior College Board has a commendable record in operating a comprehensive college. The principle of local support has proved workable. Relations with the university have been helpful in the development of programs leading to degrees; and the performance of students in the university section has been satisfactory. The financial support from the Province has been generous; and there has been a steady increase in the numbers in both the university and technical-vocational sections.

The basis of support for students in the university section has been liberal; and grants for students in the technical-vocational section have been increased. Adult education programs, in respect of extension services to outlying centres, have been limited. These programs are expected to be self-supporting. The grant structure seems to have had some effect on the relative emphasis on the different functions performed by the College.

There have been some problems in combining the university and technical-vocational activities in the same organization and using the same facilities. The relative position of the university section has been strengthened by the introduction of second-year courses in 1965-66; and the move to establish a university has not eased the tensions between the two sections.

(b) The Red Deer Junior College

The Red Deer Junior College, established under the provisions of the Public Junior College Act, opened in September 1964, in space rented from the Red Deer Composite High School.

The College District comprises Red Deer Public School District No. 104, Red Deer Separate School District No. 17, County of Red Deer No. 23, County of Lacombe No. 14, County of Mountain View No. 17, and County of Ponoka No. 3. There is a College Board of seven. Until such time as a permanent campus is established, the affairs of the College are being administered by the Board of the Red Deer Public School District No. 104, and its administrative officers.

The budget for 1965 (estimated students, 130) included the following items:

	Receipts	
Provincial Government Grant	$ 82,550	
Federal Government Grant (@ $210)	27,300	
Requisitions (participating units)	25,076	
Tuition fees (@ $161)	21,000	
Registration & Comprehensive fees	1,500	
Surplus from 1964 (estimated)	65,000	
		$ 222,426
	Expenditures	
Instructional salaries	$ 102,575	
Administration & office	8,400	
Rent	5,000	
Equipment & supplies	34,000	
Other expenses, including contingencies	11,000	
Surplus towards operation	61,151[1]	
		$ 222,426

Tuition fees for full-time students taking five courses are Resident Students $150; non-resident students—arts and education, $300; Science $350. Resident students taking three or four courses pay $150; non-residents, $240 to $320. Comprehensive, registration and Students' Union fees total $27.

The requisition on participating units is based upon four-tenths of a mill on a percentage of the equalized assessment declining with distance from the centre.

The present administrative staff include the Superintendent of Schools, Red Deer Public School District No. 104, the Dean, and the Secretary-Treasurer.

The College offers only first year university studies.

The 1965-66 Calendar lists 23 courses; and a faculty of fifteen.

The number of full-time students enrolled in 1964-65 was 113. There were 8 part-time students. The reported enrolment of full-time students in 1965-66 is 145.

The 1965-66 Calendar states:

'A site, consisting of 120 acres of land, donated by the City of Red Deer as tangible evidence of its support of and confidence in the Junior College, is available for a permanent campus'. (An additional 80 acres has been acquired.) 'A Building Committee of the College Board has been set up and is now actively engaged in planning for the permanent campus.' (Plans have already been submitted for approval under the University and College Assistance Act.) 'While no definite statement can be made at this time as to when the Red Deer Junior College would institute the second year of university training, action in this matter will be taken by the College Board at the appropriate time.'

[1]The fiscal year is January 1 to December 31.

The College has made a contribution in providing programs to students proceeding to University degrees. It is significant that it has not sought to assume any responsibility for other programs of post-school education.

(c) The Medicine Hat Junior College

Classes in the Medicine Hat Junior College commenced in September 1965.

The participating School Districts are Medicine Hat School District No. 75, Medicine Hat Separate School District No. 21, Medicine Hat School Division No. 4, Redcliff School District No. 2283, and County of Newell No. 4. There is a Board of six.

The requisitions on the participating Districts are based on three-quarters of a mill on a percentage of the equalized assessment declining with distance from the centre.

The College will receive the financial support provided under the Universities and Colleges Assistance Act; and Federal aid.

The tuition fees for full-time students are resident students $150; non-resident students $300-350. General fees are $25.

The present administrative staff include the Dean, Bursar-Registrar, Librarian and Office Secretary. The Calendar, 1965-66 lists 23 courses; and 11 faculty members.

The College is offering only first year university courses.

The reported enrolment in 1965-66 is 97 full-time students.

The College has no plans to extend its activities beyond offering University Courses. It is located in the Medicine Hat High School. Although separate facilities are contemplated, no site has yet been acquired.

(d) A Proposed Junior College at Grande Prairie

Action has been taken leading to the establishment of a College in Grande Prairie. Approval has now been given and the College may be in operation in 1966.[1]

The difficulties in establishing a College to serve the Peace River area appear to be related to the potential numbers, the dispersed population, and the relatively low assessment. There do not seem to be any immediate plans to offer programs other than first year university courses.

(e) A Proposed Junior College in Edmonton

The Edmonton Separate School Board has made an application for a Junior College under the terms of the Public Junior Colleges Act.[2]

A feasibility study was undertaken by Rev. J. A. Macrae on behalf of the Edmonton Separate School Board. The report concluded: 'A Junior College in the Edmonton area, under the auspices of the Edmonton Separate School Board, is feasible.'

Further consideration has been given by the Edmonton Separate School Board to the proposals contained in the feasibility Study. The evidence of the study by Dr. Fair, 'Vocational Plans for Alberta Youth', it is felt, suggests that the student numbers projected in Father Macrae's study are too low. It is also now considered desirable to enlist the support of other participating school districts.

(f) Review of the Developments under the Public Junior Colleges Act.

The Lethbridge College preceded the passage of the Public Junior Colleges Act; the Red Deer and Medicine Hat Colleges were established under it. Plans to form a College at Grande Prairie have not yet been completed, at least in part because of limited support in the District which it might be expected to serve. The proposal for a Junior College in Edmonton, which has not yet been acted on, represents the first attempt to create a 'public' Junior College in one of the metropolitan centres in which there is a university.

The degree of success achieved in the establishment of the Lethbridge College contributed to the passage of the Public Junior Colleges Act, and influenced its terms, particularly the participation of local educational units, and the nature and composition of the governing body. The legislation also made possible local financial support on the basis of the requisitioning formula developed in Lethbridge. The arrangements for the government of the colleges seem to have worked well, and support on the part of participating units has been well maintained. While the colleges would welcome the addition of peripheral units which have so far failed to participate, there appears to be a distance from the centre at which the gains do not seem to be sufficient to induce voluntary participation. There have been no serious problems in applying the local financial support formula; but the limited assessment in the Grande Prairie District, and consequently relatively high mill rate, may have been a factor in delaying the development of the college there.

The Lethbridge College was created by local initiative, and was preceded by studies and discussions extending over a period of years. It is evident from the statements of the originators that the objective was to provide opportunities for post-school education including but not limited to studies at the university level. The professional report received in 1951, proposed a comprehensive institution. The Minister of Education advised that the college would receive direct financial support from the Province only if courses other than university courses were included. The operation of the college has been consistent with the concept of a comprehensive institution serving the varied needs of its community for post-school education. The local levy which has supported the general operations of the college has represented a relatively small part of the total budget. Fees for the university courses have been maintained, for resident students, at about one-half the fees paid by students attending the same courses in the universities. Fees for technical - vocational courses have been at least as high as fees for corresponding courses at the Institutes of Technology. The university courses have been supported by direct assistance from the Province under the University and College Assistance Act; and by Federal Aid distributed by the Canadian Universities Foundation. The vocational programs have received assistance backed by the provisions of the Technical and Vocational Training Assistance Act (Federal).

The Red Deer and Medicine Hat Colleges offer only university courses and do not have any plans to introduce subjects of a general or vocational nature or to develop programs of adult education. The Lethbridge College has met the purposes of the Public Junior Colleges Act in full. However, it has recently sought and obtained approval to offer second year university courses, and has lent its support to a move to establish programs leading to the granting of degrees; a step which would lead to a separation of functions between two institutions — a university offering only university subjects and a college offering other subjects of a general or vocational nature. They would, however, be accommodated on the same campus area.

A number of factors seem to have contributed to the preoccupation with university studies. First, university studies carry with them a degree of social prestige which vocational courses do not possess. Second, the attention which has been given to the crisis of the universities and the recognition of the

---

[1] For an account of activities in connection with a College at Grande Prairie, see Appendix H.

[2] For a fuller account of the proposal by the Edmonton Separate School Board, see Appendix I.

potential enrolments at the universities has created a general concern about the provision of facilities for university education. Third, the recent development of vocational schools and institutes of technology has seemed to serve the needs for post-school technical-vocational education. Fourth, the financial support for university studies through Federal aid and the University and Colleges Assistance Act has been relatively generous in relation to the costs.

It appears that the pattern of concentrating on University studies has become established, and that the Junior Colleges as they are now developing leave a vacuum in post-school education in their Districts which can be filled only, if at all, by an extension of the activities of the Schools.

(3) Private Junior Colleges

(a) Mount Royal College, Calgary[1]

The Act of Incorporation passed by the legislature in 1911, provides that the Board of Governors is appointed by the General Council of the United Church of Canada. The College receives a small grant annually from the General Council, but its relations with the General Council and Presbytery are not well-defined; and the College Board of Governors seems to be largely a self-perpetuating body having a substantial degree of autonomy.

Capital expenditures are financed from public donations, loans and operating revenues. In 1963 total indebtedness for capital outlay was over $290,000. Currently the total revenues exceed $700,000 annually; including donations to the Building Fund. Excluding revenues for the Building Fund, 1962-63 revenues from tuition fees and room and board represent 90% of the total revenues, which includes small amounts from Federal aid to university students and from General Council. The College does not always break even on its operations. However, it is now eligible for grants under the terms of the Universities and Colleges Assistance Act, respecting private colleges.

The college does offer a variety of courses. The sections of the College include the high school, junior college, secretarial school, conservatory of music, and the evening college. The College operates a summer school and refresher course. The junior college section includes the university transfer division, a school of business administration and career development; and a department of engineering.

The number of full-time students, other than students in the conservatory of music, are as follows:

	Arts & Science	Career	Bus. Admin.	Engineering	Total
1959	9	5	71	44	129
1963	144	56	79	10	289

	Secretarial School	High School	Grand Total
1959	68	399	593
1963	87	584	960

[1]For a fuller account of Mount Royal College, see Appendix J.

The number of students in the junior college eligible for Federal aid, as university students, is 92 in 1965-66.

Slightly more than half the students give their home address as Calgary; and a third of the students come from other parts of Alberta. All religious denominations are represented, with 40% of the student body recording affiliation with the United Church. Residence accommodation is provided for over 250 students, of whom the majority are attending high school.

Faced with competition from the growing University of Alberta in Calgary and the Southern Alberta Institute of Technology, the College has given special attention to remedial programs for academic students, and has sought out other programs, for which there appears to be a local demand, which are not otherwise available. The record of the students in the remedial programs is no better or worse than might be expected; and some students have proceeded satisfactorily. The College, which has created for itself substantial support from the community has, within the limits of its capacity, shown considerable sensitivity to local needs.

(b) Camrose Lutheran Junior College

Camrose Lutheran College was first organized by the Alberta Norwegian Lutheran College Association in 1910. In 1957 the Canada District Convention received the College as an institution of the Evangelical Lutheran Church.

By 1939 the College was offering one year beyond Grade 12 to pre-seminary students; and references were being made to the need for a Junior College as early as 1942. In 1955 serious study was given to the problem of establishing a Junior College; and, three years later, following a drive for funds, a Junior College building was erected at a cost of $240,000. The College acquired Junior College status; and transfer classes opened in September 1959.

The College operates on a site of 40 acres.

Camrose Lutheran College is governed by a nine-man Board of Regents elected by the annual convention of the Evangelical Lutheran Church of Canada. The members of the Board are all resident in Alberta; and the Chairman and Vice-Chairman reside in Camrose.

The College received assistance from the Province of Alberta under the terms of the **Universities and Colleges Assistance Act,** respecting private colleges. It also received Federal aid; and has received small sums from the Canada Council. Tuition fees are $300-$350 (the fees charged by the University of Alberta for the same programs); Comprehensive and Students Association fees amount to $60. Room and Board in the residence, which accommodates more than 90 students, is $600 ($66 per month).

The American Lutheran Church has made substantial grants and loans to the College; and other funds for development are raised by donations.

The College has a high school division, and offers the courses of the first year in affiliation with the University of Alberta. Evening classes in university courses are also offered.

The administrative staff include the President, Dean of the Junior College, and Principal of the High School.

The 1965-66 Calendar lists eleven teaching positions, with additional appointments pending; and thirty-four courses.

The enrolments have increased steadily until 1965-66.

	Enrolments
1959-60	9
1960-61	15
1961-62	31
1962-63	24
1963-64	43
1964-65	78
1965-66	76

The following analysis of the geographical distribution of students is a composite of the six-year period 1959 to 1964.[1]

Area	Day Students	Evening Students	Total
Within Radius of 25 miles			
Camrose City	48	26	74
Camrose Rural	30	26	56
Within Radius 25 to 50 miles	47	14	61
Within Radius 50 to 75 miles	14	1	15
Beyond 75 miles			
Alberta	50	1	51
British Columbia	8	0	8
Saskatchewan	5	0	5
Manitoba	2	0	2
Foreign	1	0	1
Totals	205	68	273

(c) Collège St. Jean, Edmonton.

The following statement was received from the Rev. Arthur Lacerte, O.M.I., Rector of the College.

'1. Like certain "classical" colleges of the Province of Quebec, our college was founded in 1911 for the purpose of offering secondary education to boys who intended to enter the priesthood. The curriculum provided compulsory courses in Latin, Greek and the Classics. The languages of instruction were French and English.

An important change in the policy of our College took place in 1942 because of the closing of the Jesuit College in this City. Many parents and some organizations requested that we broaden our scope and admit bilingual boys whether or not they intended to enter the priesthood. Our purpose then became to provide as bilingual a secondary education as possible to all applicants who met our entrance requirements. Approximately *10* years ago, we discontinued offering the Alberta curriculum at the junior and senior high school levels and adopted the Ontario program which provided entrance requirements to the University of Ottawa with which the College was affiliated. We took this step to minimize the difficulties caused by a dual affiliation and to improve the bilingual nature of our course of studies. We were of the opinion at that time that no other course of action was open to us to maintain and improve a bilingual private school.

Two years ago, we instituted on our campus a two-year bilingual teacher training program affiliated with the University of Alberta and with the approval of the Minister of Education and the Board of Teacher Education and Certification.

Last year, the Department of Education authorized our teaching Grades 10 and 11 largely in the French language and it also authorized the use of that language as the language of instruction for Grade 12 Latin and Social Studies, it being further agreed that examinations in these two subjects as well as French would be in the French language. As soon as authorization was obtained, we abandoned our Ontario High School program and adopted this special departmental course.

Last summer, at the request of the Edmonton Separate School Board, we agreed to become an extension of one of its schools so that boys who had taken French in grades 1 to 6 could take their Grades 7 to 9 inclusive at our College where yet more French can be taught.

As you know, we have indicated to the University that we are interested in extending our affiliation to provide a bilingual arts program on our campus.

From the foregoing, you will see that we have been seeking a rapprochement with the University of Alberta and with the Department of Education for the establishment of programs that will ensure a bilingual education from Grade 7 to Third Year Arts inclusive. I wish to state incidentally that we are greatly encouraged by the understanding and cooperation shown by the Department officials and the officers of the University.

2. The College was incorporated by a Private Act in 1961. Its financial and academic affairs are entrusted to the Rector and his advisors who are appointed by the local French-speaking Chapter of the Oblate Order. The College borrows capital and operating funds from the Oblate Order and the bank (with the guarantee of the Oblate Order and latterly with the guarantee of the Government of the Province of Alberta). The indebtedness to the Order is quite substantial especially if one considers that the prospects of normal repayment from surpluses are extremely remote.

We are reviewing our administrative and personnel procedures in the hope that we can soon adapt them to the changing needs of our school. In practice, however, the teaching personnel of the college is always consulted about academic matters of major importance.

We are now employing many lay teachers some of whom are not of our faith. We foresee that the number of these lay teachers will increase because of the requirements of greater specialization and the inadequate supply of members of the Oblate Order.

Our College is not, in the strict sense, a Church affiliated college. It is owned and operated by a religious order because no one else has heretofore been willing and able to undertake the work it is carrying on, namely, that of providing bilingual education for young men and young women of this Province. It is our intention to form a permanent lay Board to assist us in our administration and in maintaining our relations with interested groups. Heretofore the officers of the French Canadian Association of Alberta have served this function.

---

[1]President Loken made available the text of a thesis being submitted to the Faculty of Graduate Studies in September 1965, "An Analysis of the Junior College in Alberta: Progress, Program and Prospect."

3. The present academic programs of our College are as follows:

(a) The Junior High School program of the Department of Education given just about entirely in English but with maximum use of the periods allowed for the teaching of French coupled with extra-curricular activities to promote greater use of the French language;
(b) The special High School program of the Department outlined above with substantial use of the French language in order to establish a balance in the mastery of both languages;
(c) The Arts program affiliated with the University of Ottawa leading up to a Bachelor of Arts degree conferred by the University of Ottawa after successful completion of that University's examinations;
(d) The teacher training program which has been quite fully outlined to you by us and others;
(e) Non-credit summer courses in French and methods of teaching French largely for the benefit of teachers in the so-called bilingual schools of our Province;
(f) Non-credit evening classes in French conversation for the public (a few courses in catechetics are also given in the evening for the general public).

The teacher training program and Arts course are co-educational. Some courses in religion are given throughout our programs to those of our faith who wish to take them because it is our belief that these courses contain background and material which constitute an integral part of our culture.

THE ONLY NON-ALBERTA PROGRAM WE FOLLOW IS THE ARTS PROGRAM. WE WOULD MUCH PREFER AN ALBERTA COUNTERPART SO LONG AS IT PROVIDED A TRULY BILINGUAL AND BICULTURAL CONTENT AND WERE FULLY RECOGNIZED BY THE UNIVERSITY OF ALBERTA.

4. The orientation of our College is threefold:

(a) To provide junior and senior high school education on the most bilingual basis possible and to as many students as possible;
(b) To provide an ever improving bilingual teacher training program for the very urgent requirements of the so-called bilingual schools in the first place and then for all schools of our Province in need of French teachers.
(c) To provide on a bilingual basis a full Arts course affiliated with the University of Alberta.

This last purpose requires some clarification. With the exception of the teacher training program, we do not propose to offer courses of a technical nature or which require very elaborate laboratory facilities. Our aim is to concentrate on liberal-arts type courses with special emphasis on their bilingual and bicultural presentation. We genuinely believe that our College is well suited to undertake this work because of its character and atmosphere and the ever improving quality of its teaching personnel and library facilities. It is already an important centre of French Canadian culture in this Province. Furthermore, we are trying to properly lodge on our Campus the priceless Western Canadian archives of the Oblate Order for research purposes.

From the foregoing, it is evident that the College does not covet the status of a degree-granting independent university. It ardently wishes to become the bilingual and bicultural wing or annex of the University of Alberta for the best bilingual teacher training program available and for a full bilingual and bicultural Arts course.

We feel that the proximity of the College to the University Campus and the very specific purpose of the College, i.e. that of providing a bilingual and bicultural teacher training program and arts course are two factors which distinguish it from other institutions the status and aspirations of which you may now be considering. While our College will always enjoy a substantial enrolment of Edmonton students, it will draw from other areas of the Province and from non-French speaking and non Roman Catholic groups, particularly if its programs ever enjoy Alberta accreditation. You will be interested to know that in the teacher training program, 40% of the students come from the St. Paul-Bonnyville district, 25% from the Peace River district and 35% from the Edmonton district. We feel that this proximity and very specific purpose open the way to modifications of any general policy recommended and approved for junior colleges throughout the Province.

It has been suggested that we might affiliate with a French or bilingual University of another Province because of the particular problems our purpose raises. It is our view that these problems are far from insurmountable and, further, that they can be resolved by and in our Province which has exclusive jurisdiction and full responsibility in this field.'

(d) Alberta College, Edmonton.

Alberta College does not offer courses at the University level, and is not eligible for grants under the University and Colleges Assistance Act. It does however offer some courses for adults.

In 1903, members of the Board of McDougall Church (Methodist) passed a resolution 'That this Committee, with full knowledge of the conditions existing, believe that the time has arrived for the opening up of a school or college, in Edmonton, to teach such branches as may be considered most needed for the present with a view in the future growing into a college having a teaching staff such as may be required to teach a full Arts Course'. The resolution was endorsed by the Manitoba Northwest Conference of the Methodist Church; and a Principal was appointed. An ordinance of the Northwest Territories, incorporating "Alberta College" was assented to in 1904; and the first college building was opened in October of that year.

The Departments organized were academic, business and music. Arrangements were made whereby students could take the first two years of the Arts Course and complete their course at McGill University, Montreal.

In 1907 a Theological Department was added. The University of Alberta was founded in 1908. In 1910 a Theological College was established on the University campus; and the two colleges separated in 1913.

The College is affiliated with the United Church of Canada. However, the Board of Governors has become largely a self-perpetuating body. The Board consists of 31 members; 24 being resident in Edmonton. Nine Board members are ministers. The remainder are business and professional people.

Capital funds are raised by campaigns, and are contributed to by the United Church of Canada and Northern Presbyteries. Operating revenues come mainly from fees.

Fees for commercial courses vary from $237.50 (20 weeks) to $475.00 (40 weeks) depending on the duration of the course. Residence rates are $76.00 per month.

Total departmental revenues amounted to $582,814 in 1963, and $589,696 in 1964. There was a surplus of $31,536 in 1963 and a deficit of

$31,331 in 1964. Less than 10% ($57,058) of total revenue came from commercial courses and about the same amount from the Conservatory of Music.

Administrative expenses (1964) totalled $147,730, of which about $70,000 were salaries. All Departments except Basic English and Christian Leadership Training showed an excess of revenue over direct expenses. Seventy-five percent of the Departmental net revenue of $165,517 came from the Academic, Commercial, and night classes academic departments. The operating departments showed a small surplus.

There is a general administrative staff of six with supporting staff.

The Departments are:

Academic: Day School, Night School, Basic English Course, Summer School, Coaching School, Library.

The academic studies are those of Grades 10-12; and are offered, Day School, in two semesters. Academic studies in the Night School are also offered on the semester system. The Summer School is of six weeks' duration for Grades 10 and 11; four weeks for Grade 12. Coaching Classes in Grade 12 subjects are held for two weeks in August.

Commercial: Business Administration and Development (40 weeks); Junior Accounting, Secretarial (40 weeks); Stenographic (32 weeks); Clerk Typist (32 weeks); Office Machines Instruction.

The admission requirements are Grade 11. There are commercial night classes, commercial correspondence classes, and a six-week summer typing course.

Music: The College provides facilities for instruction in music, and there is a summer school course in July.

Enrolments

The total numbers enrolled in the principal departments have been as follows:

	Resident	Academic	Music	Commercial
1950-51	79	101	865	184
1953-54	75	230	862	394
1956-57	112	486	741	505
1959-60	160	796	901	241
1962-63	191	1,236	1,066	279
1964-65	240	1,350	750	157

(e) Review of the Private Junior Colleges

The four institutions are church-related: United Church—Mount Royal College and Alberta College (which does not have Junior College status); Lutheran—Camrose Lutheran College; Roman Catholic—Collège St. Jean. (The Edmonton Separate School Board has applied for approval of a proposed Junior College under the Public Junior Colleges Act.)

The 1961 Census records the number of adherents of the various denominations in Alberta.

	Number	% Total Population
United Church	418,927	31.5
Roman Catholic	298,741	22.4
Anglican	156,630	11.8
Lutheran	122,520	9.2
Presbyterian	55,337	4.2
Greek Orthodox	47,353	3.6
Baptist	42,430	3.2
Other	190,062	14.1

The United and Anglican Churches are rather more heavily represented in Calgary and the South; the Roman Catholic and Lutheran Churches have greater representation in Edmonton and the North.

The relation between Mount Royal College and Alberta College and the United Church has been becoming increasingly tenuous; and both colleges have evidenced some willingness to consider sinking their identity in a more general approach to post-school education in their communities. Collège St. Jean, although desiring to remain distinct as a bilingual institution, has indicated it is prepared to establish a lay board. The Edmonton Separate School Board is seeking a Junior College under the Public Junior Colleges Act.

The Colleges are similar in one respect. They all combine instruction at the school level with some instruction for adults; and the main academic emphasis, up to this time, has been at the school level. Camrose Lutheran College and the Edmonton Separate School Board have displayed an interest only in academic, university studies, at the post - school level.

(4) The Institutes of Technology and Vocational Schools.

(a) The Southern Alberta Institute of Technology, Calgary

The Southern Alberta Institute of Technology was first organized as a Provincial Institute of Technology in 1916. The original building on the present site was opened in 1922. Additional buildings, or additions to buildings were added in 1926, 1928, 1950, 1952, 1958, 1961 and 1963. Construction is now beginning on a new building complex.

Three-quarters of the students enrolled in full-time day courses are from Alberta; the remainder are from other Canadian Provinces or other countries.

The 1965-66 Calendar lists 183 instructional staff and 76 administrative and general staff.

The Institute is organized in a Technical Institute Division; a Cultural Division (College of Art); a Trade Training Division; and an Evening Division.

The fees (inclusive) are 8 - 9 months $80; 10 weeks or more $65; short courses $28; welding—3 or 6 weeks $58 and $101.

Technical Institute Division

1) Programs: Architectural, Drafting, Electrical, Electronic, Mechanical, Refrigeration and Air Conditioning, Structural and Telecommunications.

These courses are articulated with the Vocational High Schools (see similar courses under Group (1), Northern Alberta Institute).

2) Programs:

a. Aeronautical Engineering.

This program is of three years' duration, with a high school diploma required for admission.

b. Land Surveying, Petroleum, Power Engineering, Chemical, Merchandising Administration.

These programs are of two years' duration, with a high school diploma required for admission.

c. Programs: Aircraft Maintenance, Automotive Service, Commercial Radio Operating.

These programs are of two years' duration, with Grade 11 required for admission.

In the programs in the Technical Institute Division, 'academic' courses represent about one-third of the time.

Cultural Division (Alberta College of Art)

Programs: Advertising Art, Applied Art and Crafts, Fine Art, Fine Art Sculpture, Pottery and Ceramics.

These are four year programs, requiring Grade 11 for admission.

Trade Training Division

1) Programs: Commercial Cooking, Agricultural Mechanics.

These programs are two years, from Grade 10.

2) Program: Diesel Mechanics.

This program is one year, from Grade 10.

3) Programs: Dining Room Service, Welding.

These programs are of shorter duration, with no educational requirement.

4) Apprenticeship Training.

The enrolments in 1963-64 and 1964-65 were as follows:

	Technicians[1]	Apprenticeship	Evening	Correspondence
1963-64	1,612	1,822	2,876	1,403
1964-65	1,580	1,846	2,776	1,450

[1]2-year post-high school.

(b) The Northern Alberta Institue of Technology, Edmonton

The Northern Alberta Institute of Technology opened in 1964-65. It occupies a 26 acre site; with 19 acres of floor space, and facilities designed to accommodate a maximum of 4,300 students at any time and a possible 3,000 at night school.

The 1965-66 Calendar lists 199 instructional staff and 26 administrative staff (including technicians).

The Institute is organized in a Technology Division, offering 21 programs; Educational and Vocational Division, 9 programs; Apprenticeship Division, offering various trade and apprenticeship programs; and an Evening Division.

The fees (inclusive) are for 8 months $74; courses of 10 weeks or more, $59; courses of less than 10 weeks, $29; welding courses of 3 weeks and 6 weeks, $59 and $102.

The Technology Division

1) Programs: Architectural, Drafting, Electrical, Exploration, Industrial Electrical, Industrial Production, Instrumentation, Air Conditioning and Refrigeration, Telecommunications.

These have been two-year programs with admission with a High School Diploma. A new policy of integration with the vocational High Schools has been introduced in 1965-66. Under this policy pupils who have completed Grade 11 (or more) in the academic programs of the high school will enter 'A' year of the Institute, and will require three years to the diploma. Pupils who have completed Grade 12 in the vocational programs of the high school will enter 'B' year of the Institute, and will complete the 'B' and 'C' years, i.e., two years to the diploma. The programs remain essentially two years of post-school education.

In the two years ('B' and 'C' years) students spend about one-fifth of the time in courses in English (Effective Comunication); Mathematics; Physical Sciences. Many other courses represent or include Applied Mathematics and Applied Sciences.

2) a. Programs: Medical Laboratory; Medical X-Ray.

These programs are of two years' duration, and require matriculation for admission.

b. Programs: Chemical, Civil, Gas, Forest, Material, Dental Mechanic, Dental Technician.

These programs are of two years' duration and require a high school diploma for admission.

c. Programs: Heavy Duty; Photographic.

These programs are of two years' duration and require Grade 11 for admission.

d. Programs: Dental Assistant.

This nine month course requires Grade 11 for admission.

The two year programs in (b) with the exception of Chemical, Civil and Materials required a limited time in 'academic' subjects. In the Chemical, Civil and Material programs there is a heavy concentration in the 'academic' subjects; particularly in the first year. Other programs in (2) have light requirements in 'academic' subjects.

The Business and Vocational Division

1) Programs: Business Administration, Distributive Technology (Advertising, Sales, and Retailing), Secretarial, Electronic Data Processing.

These are programs of two years' duration, and require a high school diploma for admission.

2) Programs: Dietary Service Technology.

This is a two year program (with a year of practical experience) and requires Grade 11 for admission.

3) Program: Commercial Cooking.

This is a two year program, requiring Grade 10 for admission.

4) Programs: Banking and Finance; Data Processing.

These are one year programs, requiring a high school diploma for admission.

5) Program: Office Machinery Mechanics.

This is a one year course, requiring Grade 11 for admission.

The enrolments in 1963-64 and 1964-65 were as follows:

	Technician[1]	Apprenticeship	Evening	Correspondence	Other[2]
1963-64	714	2,506	650	—	490
1964-65	1,236	2,722	2,281	—	338

(c) The Vocational High Schools

The reference here is to comprehensive high schools offering all the academic programs in addition to vocational programs. These institutions do not include the two institutes of technology in Edmonton and Calgary; the Lethbridge Junior College; the three schools of agriculture at Fairview, Vermilion and Olds; the Fort McMurray Vocational School; Canadian vocational training schools at Edmonton and Calgary; the Fire Officers Training School, Vermilion; and the Alberta Forestry Technician School, Hinton. The institutions listed also receive assistance under the Federal-Provincial and Vocational Training Agreement.

[1]2-year post-high school.

[2]1-year or shorter pre-employment type.

There are fifty comprehensive high schools which have received, or expect to receive assistance under the Federal-Provincial and Vocational Training Agreement. Of these one-half are in Edmonton and Calgary. Twenty of the fifty have only facilities and/or equipment for vocational business education. The centres, outside Edmonton and Calgary, with schools which offer both technical and business vocational programs, are Camrose, Drumheller, Grande Prairie, Stettler, Medicine Hat, Red Deer, Grouard, Lethbridge, Fort McMurray, Fort Chipewyan, Wabasca, Ponoka, Wetaskiwin, Vegreville, Lacombe. Schools with only vocational business education are found at Vulcan, Westlock, Lethbridge, Pincher Creek, Hanna, Brooks, Coaldale, Cardston, Taber, Peace River.

The enrolment, by courses, in vocational courses **not** including vocational business education has been.

	1963-64	1964-65
Grade 10 level	4,755	6,036
Grade 11 level	960	1,685
Grade 12 level	—	521
Pre-employment	192	340
Total	5,907	8,582

The governing Provincial Legislation and Regulations are as follows:

A. Regulations pursuant to the School Buildings Act, Part III—Vocational Training Projects:

1. A grant may be paid to a school district, school division or county not to exceed 100% of the expenditure made in respect of a project approved by the Department of Education and by the Department of Labour, Canada, pursuant to the Technical and Vocational Training Agreement providing such grant is subject to 75% reimbursement from the Government of Canada.

2. A grant may be similarly paid, not to exceed 70% of the expenditure when such grant is subject to a 50% reimbursement from the Government of Canada pursuant to the said agreement.

B. Government of the Province of Alberta, School Foundation Program Fund Regulations. Authorized by Subsection (7) of Section 304a of the School Act, Order in Council 652/65, effective January 1, 1965.

3. Vocational Classes

a. This section applies only to schools offering approved vocational programs referred to in (d) hereof.

b. Pupils, facilities and programs *commonly referred to as commercial* shall not qualify hereunder.

c. There shall be paid the sum of ($1500) one thousand five hundred dollars per annum for each shop facility or group of shop facilities offering day school instruction in any one trade or other occupational program, and for each single shop or facility used for instruction in a number of trades or occupational programs. Eligibility for recognition hereunder shall be certified annually by the Director of Vocational Education and the Inspector of High Schools for Vocational Education.

d. In addition to the sums provided in section 1* hereof there shall be paid the sum of one hundred fifty dollars ($150) annually:
   i. for each pupil enrolled in a Grade 11 or Grade 12 trade or other occupational course, which has been approved by the Department of Education, which is part of a high school diploma program, which carries a credit value of at least 15 towards such diploma, inclusive of all such courses numbered 22, 32, 25 and 35 for high school curriculum purposes.
   ii. for each pupil enrolled in a course, approved by the Department, irrespective of grade, if such a course is designed to prepare the pupil for direct entry into employment, and he devotes at least 50% of his time to training of a specifically vocational nature. All such courses shall be eligible only upon certification by the Director of Vocational Education and the Inspector of High Schools for Vocational Education.
e. In addition to the sum per pupil provided in (d) hereof, a division shall be paid one hundred dollars ($100) for each non-resident pupil, i.e. a pupil whose education is the responsibility of another division.

(5) The Recommendations of the Alberta Royal Commission on Education, 1959.

Reference is made to Chapter 19, 'The Community College' of the Report of the Royal Commission on Education, Province of Alberta, 1959. The Commission was concerned about the proliferation of educational programs under various departments of the Province, and recommended that the Department of Education be designated to act as the sole governmental administrative agency dealing with the expanded school system.

The Commission supported the development of 'Community Colleges'. It recommended that there be prepared a master plan of 'regions in which, at local option, a community college may be established at recommended locations'; that the legislation provide for the control of community colleges by regionally elected Boards; and that there be formed Regional Advisory Committees 'upon which shall sit competent representatives of the various vocations and trades related to college programs'.

The Commission said 'For several reasons the Commission favours the direct administration of Community Colleges by elected regional boards. Under earlier pioneer conditions, small municipalities and a system of predominantly one-room schools, the Province had to administer directly programs other than the academic. The stature and maturity of local government today raises the question whether Provincial government should continue to administer services where local government is potentially competent to do so. Countless demands for more 'government' services reveal a paternalistic relationship, apparently enjoyed by local government. The Commission believes that future educational provisions could benefit from decentralization, a greater degree of local initiative and responsibility, and less dependence on a multiplicity of governing agencies. It believes also that people generally will respond to vigorous leadership, at the same time retaining a due sense of caution. Only under increased local authority and responsibility will communities face fully the educational facts of life'.

The particular function of community colleges was said to be 'to bring vocational and other 'non-academic' programs into the public school system rather than to cause high schools, as we know them, to move fully and as separate entities into these programs'; and to 'serve as regional bases through which a wide variety of previously sporadic and unsustained programs of adult education can be carried out'.

It was recommended that the community college courses be integrated with the high school program; and that the inauguration of a community college program be contingent upon devising a master plan for its integration with programs offered elsewhere in the region.

With respect to financing the Commission recommended that 'the Province finance all buildings and capital items of equipment, and maintain the buildings in good repair'; and proposed that the rental paid by the college board should be a nominal sum such as one dollar per year. 'The college Board would be responsible for raising the funds required for instruction, administration and maintenance, and should be eligible for school grants and such supplementary or supporting grants as may be required by the colleges and approved by the legislature. Within these greatly expanded opportunities for public education the Commission proposed students should be eligible for education at public expense—up to the age of 21 years or for a total of twelve years of schooling, whichever is first. . . . For those short courses and vocational training programs which are normally taken by adults, the college board should charge such fees as they, in their discretion, may think appropriate. The general principle that adult courses, taken by people who are normally employed, should be approximately self-supporting should apply in the community college as it does elsewhere'.

(6) The Report of the "Public Expenditure and Revenue Study Committee; Departmental Surveys; Department of Education", October, 1965.

The Report contained the following statement under the heading "Junior Colleges".

'These are both public and private. Those affiliated with the University of Alberta include:

Mount Royal Junior College, Calgary (Private—1931)
Lethbridge Junior College (Public—1957)
Camrose Lutheran College (Private—1958)
St. John's College, Edmonton (Private—1963)
Red Deer Junior College (Public—1964)

*Section 1 (iii) provides for each pupil in Grades 10 to 12 inclusive $260.00.

A junior college is expected to open in Medicine Hat in late 1965 and one in Grande Prairie in 1966.

Both public and private junior colleges receive assistance from the Province in accordance with the terms and provisions of the University and College Assistance Act passed by the Legislature in 1964.

In the case of public junior colleges the Province provides operational grants for both university and vocational students as well as capital grants not exceeding 90 per cent of the cost of approved buildings and equipment.

In the case of private junior colleges affiliated with the University of Alberta the Province provides grants of $630 per full-time university student and guarantees the payment of interest and principal on a loan for approved construction projects up to two-thirds of the approved cost. Private colleges are providing a service with comparatively little governmental support and must be encouraged to develop.

All junior colleges receive some financial assistance from the Federal Government from the grants of $2.50 per capita paid to all universities and affiliated colleges.

The relevant question centres around the direction in which they are to develop. At present they are tied very closely to the universities; the latter specify curriculum, standards of admission and qualifications of staff. Since present enrolment of full-time students at the Edmonton and Calgary campuses of the University of Alberta now number some 12,000 and are expected to reach 28,000 within a decade the need for satellite colleges to relieve this pressure is not difficult to discern. A very similar development has taken place in California where junior colleges offer instruction to large numbers of university students, permitting the University of California's two branches in Berkeley and Los Angeles to accept only about one-eighth of the total freshman student enrolment.

There are those who believe that the Junior College in this Province should offer a somewhat broader service to its community, accepting post-secondary students who intend to proceed to the vocational institutes as well as university, and also itself offering vocational and commercial courses as well as offerings in the field of adult education. Is the junior college to become "a service station to the university" as one educator phrases it, or, is its function to be more that of a community college?

The answer to the above question must have a bearing on the manner in which these colleges are to be financed as well as their number and location. At present, local school authorities are making a contribution to their support through an ear-marked addition to their property tax mill rate. The contribution of the Province with respect to students enrolled in university courses has already been noted. The junior colleges will make very substantial progress within the next decade; the direction of this progress is in need of exploration and definition. The Government has engaged Dr. Andrew Stewart to survey and report upon the role of the junior college in the Province's educational structure.'

PART IV

PROPOSALS

(1) District Authorities For Post-School Education.
(a) The Establishment of Districts.

It is proposed that, for the development of a systematic approach to post-school education, the Province should be divided into Districts. For an analysis of population distribution see Appendix K.

It is not assumed that Districts which may be established for the purpose of developing post-school education will conform to the boundaries of Census Divisions. However, some significant conclusions can be drawn from the analysis by Census Divisions. First, there is a heavy and increasing concentration of population in an adjacent to the metropolitan centres of Calgary and Edmonton. Projections based on recent rates of growth suggest that of a total increase in population, between 1961 and 1976, of the order of 625,000 the increase in and around the metropolitan centres will account for 500,000. Whatever may be done to widen educational opportunities outside the metropolitan centres, the expanding needs and the pressure of numbers will be mainly in these centres. Second, under any plan of District organization for the development of post-school education, there will be marked differences in the numbers to be served and significant differences in the needs for educational services. The conditions will vary from the urban, industrial, commercial centres of rapid growth, to predominantly rural, agricultural, districts with relatively dispersed and static population.

Appendix K.

Each of the metropolitan centres should constitute a District and the boundaries of these Districts might be drawn at the limits of the commuting distance from the city. There are obvious Districts centering on Lethbridge, Medicine Hat, and Red Deer where junior colleges are already established. There should be a District in the Peace River area. A private junior college is aready established in Camrose. Consideration should be given to the formation of a District north and north-east of Edmonton; and possibly one around Drumheller.

It would seem desirable, as far as possible, to have the boundaries of the Districts coterminous with the boundaries of other jurisdictional or administrative units, e.g., health units, counties, school divisions.

It is proposed that the Districts should be established by order-in-council; and that the Districts together would include all parts of the Province. A systematic approach to the problem of post-school education should make provision for all parts of the Province; it should provide for complete coverage; no one should be left out. However, it may seem undesirable to create Districts without the substantial support of the people of the District, or to incorporate particular areas into one District if the people of the area would prefer to be included in another District. It seems likely that there would be sufficient general interest and that the proposal would receive sufficient general support, so that the formation of Districts would not present major problems except perhaps at the margins of the Districts. If it seemed necessary the people of proposed Districts could be given an opportunity to indicate whether or not they wished a District to be formed; and the people of units at the margins could be given an opportunity to express their preferences. The failure of any significant areas or numbers to come into a District would create problems as, no doubt, there would be some people in the areas who would be seeking services which would be available only in established Districts.

(b) The District Boards.

It is proposed that, in each District, there be established a District Board for Post-School Education, which would be responsible for all post-school education in its District, not including university education. The concept is that school education is organized and operated on a local basis; Post-school, non-university education on a District basis; and university education on a Regional or Provincial basis.

It is suggested that the District Boards, although including representatives of the schools, should be divorced from the schools. The junior college boards consist of representatives of the school boards. This has come about as a result of the initiative of the Lethbridge School Board in establishing the first college; and of the financial support derived from participating school boards. The school boards are to be commended for the initiative they have shown. However, the separation of the government and administration of post-school education from the schools seems sound in principle. The school boards have their own interests and concerns. These are related to the education of children. The system of post-school education, which is concerned with adults and emerging adults must develop its own concepts and techniques. In the long run the objectives can best be achieved by a separate government and administration. But close liaison with the schools would be essential.

It is suggested that the members of the District Board should be appointed. There could be no objection in principle to the election of some members of the Board, and this might seem particularly appropriate if the District Board sought supplementary funds from any or all of the municipalities in the District. However, in view of the proposed substantial Provincial involvement in the financing of the District Boards some, if not all, of the members of the Boards should be nominated by the Province. It is suggested that the board should be essentially a lay board, having adequate professional advisors and

staff, and that it might consist of members appointed by the school boards in the District, the University in the Region, the Minister of Education and the Provincial Treasurer; members appointed by the Minister of Education from lists provided by local organizations named in the legislation or in the regulations; members at large appointed by the Minister of Education. The appointed Boards should have the opportunity, if they wished to do so, to add to the Board representatives of the professional staff. The Chairman of the Board should be appointed by the Lieutenant Governor in Council. The Board members should be appointed so as to ensure that different parts of the District are represented.

(c) A Provincial Board.

It is an essential feature of the proposal that, within their Districts, the Boards should have full responsibility for all forms of post-school education, other than university education.

The Districts will vary considerably in population, educational needs, and resources and capacity to provide post-school educational services. In the Peace River Area, no junior college has yet been established, there is no large centre of population, and the population is dispersed over a wide area. If a District were formed east and north-east of Edmonton similar conditions would prevail; and a District around Drumheller would be even more limited in its potentialities. On the other hand the Edmonton District includes substantial population concentrated in the metropolitan area, has already established institutions for post-school education, and has a wealth of resources available to it. Because of these differences they may be substantial differences in the appropriate activities of District Boards and in the manner in which they would properly interpret their mandate to serve the post-school educational needs of their Districts.

A District with limited and dispersed population might find it uneconomical, and less than the best use of the resources available to it in terms of the total needs of the District, to establish a District College. It might be wiser for the Board to make arrangements for the acceptance of its students into other District Colleges for full-time studies; and to concentrate its activities in providing a Guidance and Counselling Service, and in offering Extension Services, including short courses and evening courses, using existing facilities throughout the District. On the other hand, in a District with limited total population but a concentration in an urban centre, the focus of activities could be a comprehensive college on one campus in the main centre, with a strong Extension arm to serve the needs of the population throughout the District. In the cities where the numbers are large and concentrated, the District Board might include under its auspices a number of different institutions serving particular needs.

To coordinate the development of post-school education throughout the Province, to maintain co-operation between the District Boards, to effect liaison between the Districts and the Government of the Province, and to advise the legislature of the Province on the financial needs of the District Boards, there should be provision for a Provincial Board for Post-School Education. The Provincial Board should include representation from each of the District Boards, and additional members, including a Chairman, appointed by the Lieutenant Governor in Council.

(d) Comprehensive Colleges.

In a society in which all must be skilled and the variety of skills is increasing accelerating specialization is inevitable but specialization requires team effort, i.e., the working together of many people with different skills toward the completion of a process. The coordination of skills, effective team relations, the capacity to work constructively together — these are essential conditions in the society in which the young people of today will have to live. It seems therefore important that they should work and play together for as long as possible. The objective is not inconsistent with the adaptation of programs of studies to the particular abilities, aptitudes, and interests of different groups of students.

This concept is being increasingly accepted in the United States, and underlies the proposal of the 'Institutes' in the Province of Quebec. Although in British Columbia students wishing to proceed directly to one of the universities may do so, the concept is inherent in the two-year college system in that Province. The concept has not been accepted in the Province of Ontario. It may be that, in Alberta, the adults who will guide the development of post-school education are not yet ready to accept the proposal of the comprehensive institution. There are certain arguments against it, all of which may be heard in Lethbridge, Red Deer and Medicine Hat.

It is said by some, in the social climate of the comprehensive college, the academic (pre-university) students do not develop the right attitudes. The general atmosphere in which students work is certainly not unimportant; the maintenance of a suitable climate is not always easy in situations in which large numbers of young people are brought together; and there is some evidence that some institutions for post-school education, other than comprehensive colleges, experience the same problem. It is also said that the academic standards, particularly as they affect the academic (pre-university) students are prejudiced. It cannot be denied that the failure to maintain standards is possible in any institution, e.g., by bad teaching. It may be that there are dangers in, what is called by some, a 'hybrid' institution. However reluctant one may be to accept these two conditions as inevitable features of the comprehensive college, they cannot be regarded as totally irrelevant to the real situation. It may be that in the comprehensive college with a wide variety of programs some students will be 'short changed'. If this seems to be inevitable it might be better to discard the notion

of the comprehensive college. However, the problems this would leave should not be overlooked.

In centres such as Lethbridge, Medicine Hat, and Red Deer if the college confines itself to university studies, certain services including non-university studies for high school graduates and continuing education for adults, will have to be performed by other institutions. There are strong arguments against these services being added to the responsibilities of the schools. But if they are not performed by the schools, and some other institution is established operating on another campus, the cost of educational services must inevitably be increased by duplication of many facilities.

All District Boards should be expected to develop strong Counselling and Guidance Services and Extension Divisions, i.e., divisions which will seek out opportunities for carrying educational services to people outside the centre in which new and centralized facilities may be established, and for bringing people to the centre for short courses for which a need may be found. There are in all parts of the Province resource people with the capacity to contribute to adult education on a part-time basis. These resources should be fully utilized; and their should be a Provincial program of training which would increase their effectiveness. Programs with this objective could be provided at the Banff School of Continuing Education.

It would obviously be unwise to attempt to impose a similar pattern on all Districts. The District Boards must be flexible in accommodating their activities to the needs of their Districts. The Boards should be appointed so as to have confidence in their sensitivity to the needs of their Districts and in their capacity to serve the needs effectively. It must be assumed that the Boards are capable of undertaking the tasks assigned to them. The organization and programs proposed for post-school education are new; there is little experience to guide their development. The pattern of activity and development in the District should be different, and experiment should not be inhibited by imposed uniformity. Nevertheless, there should be a large measure of unanimity in the philosophy which inspires the development, opportunities for profitable cooperation and co-ordination will exist, and the Province has a responsibility to be satisfied that the substantial funds which it will have to make available to District Boards are used effectively for the purpose for which they were appropriated. It would be the function of the Provincial Board to generate the philosophy of post-school, non-university education, to encourage cooperation and co-ordination between District Boards, and to report to the Government of the Province on the operation of the District Boards, and on their needs.

(e) Financing District Boards

The Province should ensure that the District Boards have available to them sufficient funds from the Provincial Treasury to undertake the responsibilities assigned to them; but the Boards should not be prevented from seeking supplementary financial support from within their Districts.

The Province has the responsibility for post-school education. It should be prepared to delegate the decision-making responsibility to District Boards, with the assurance, subject to reasonable safeguards, that the Boards will be provided with funds commensurate with the responsibilities imposed on them. However, the capacity of District Boards to exercise their independent judgment, and to meet the peculiar wishes and needs of their Districts would be unnecessarily restricted if the Boards were unable to seek additional support; and the participation of local governments in the support of the Boards would contribute to local interest and involvement.

The Lethbridge Junior College has performed in a manner most closely corresponding to the functions of the proposed District Board. It has served the needs of students planning to proceed to university; and has provided a range of alternative programs for full-time students. Its extension services throughout the District have been less than adequate. Nevertheless, the experience in Lethbridge could provide a useful initial guide to the level of financial support required for the capital and operating expenditures of District Boards.[1] However, some method would have to be devised to translate the experience in Lethbridge, and the level of support there, into terms which could be applied to other, and significantly different, Districts.

Apart from the modest support obtained from the participating school boards, the financial support for the Lethbridge College has been based largely on the anticipated or actual number of students. One formula has been devised for students in the academic section; another formula has applied to students in the vocational section. No funds have been provided for extension services. It is difficult to devise formulae for students in different programs of studies without distorting the decisions of the District Board and the choices of the students; and it appears that the formulae for support of the junior colleges have contributed to the pre-occupation of the colleges with university education and to the failure (except in Lethbridge) to undertake other programs, including extension programs.

If it is accepted that the responsibility for post-school education other than university education should be delegated to District Boards, there would seem to be a strong case for extending support in a manner which would leave to them the maximum flexibility in deploying their funds. The position of District Boards vis-à-vis the Provincial Government may be seen as parallel to the relation between the Province and the Federal Government in the matter of financial support for university education. Apart from funds for research, and small amounts for capital construction through the Canada Council, the financial contribution of the Federal Govern-

---

[1]See Appendix L.

ment has been made through per capita grants. This method of financing, which in a rough way is related to educational needs, involves the minimum degree of intrusion by the Federal authority into the decisions of the Province.

Serious consideration should be given to Provincial Grants to District Boards on a per capita basis, i.e., on the basis of the population within the District. The functions of the District Boards will include services to young people mainly in the age group 18-21 years; they will also include a variety of educational services to adults. The proportion of young people in the age group seeking post-school education, and programs appropriate to their needs, may vary between Districts. Similarly, the number of adults seeking educational services, and the nature of these services may differ between Districts. These will be matters of concern to the District Boards to which they will have to make accommodation. It would be difficult for the provincial authority to devise formulae which would take account of all the differences; and it does not seem necessary to attempt this. Even the distinction between capital and operating expenditures, and the adoption of different methods of allocating funds for each purpose, are questionable provided there is an opportunity through the Provincial Board for a review of the operations and financial needs of the Districts, and advice to the Government of the Province through this body.

The Boards should be assisted in raising funds for capital expenditures; the service charges should be met out of the annual grants or from supplementary revenues.

Where large amounts of provincial funds are involved there are substantial risks in the approach proposed. It is assumed that the Provincial Board would contribute to minimizing the risks. However, if the risks seem too great, it would not be impossible for the Minister of Education and the Department of Education to operate the post-school program throughout the Province, or to assume the major decision-making role. The Provincial Board would then be redundant. In view of the major position of the Province in the financing of post-school education, a case can be made for substantial direction of the development of post-school education by the Department of Education, and for greater involvement in the allocation of funds. However, it is unlikely that a centralized department in Edmonton will have the same sensitivity to local needs as a District Board would have, or the same capacity to adapt to local needs. It is therefore strongly recommended that the Province act boldly to place the responsibility squarely in the Districts and on District Boards.

(f) Further Powers of District Boards.

The District Boards should have the power to enter into contracts with local school boards and with private schools and colleges to provide courses or programs of studies in addition to or as part of the curriculum made available by the District Boards.

The District Boards should have the power to acquire facilities already available in the District, by agreement. The agreement should provide for reasonable compensation. The terms of the agreement, and the compensation, could be approved by the Provincial Board.

In order to minimize unnecessary duplication and to ensure the availability of services to the residents of any District, District Boards should have the power to make arrangements between themselves to accept students from other Districts on agreed terms.

(g) The Institutes of Technology

Programs offered by the District Boards may include courses in the technologies which will parallel in part or in whole programs offered in the Institutes of Technology. The Institutes could be acquired or rented, and operated, by the District Boards in Edmonton and Calgary. In this event, the Edmonton and Calgary District Boards would be compensated for students resident in other Districts who attend the Institutes, Alternatively, and preferably, the Institutes would continue as they now are to be operated by the Department of Education. In this event, there would have to be an adjustment in the level of support received by the Edmonton and Calgary District Boards, in recognition of the fact that they would not be required to provide the same facilities for the programs offered by the Institutes, and that large numbers of students resident in the cities would be served by the Institutes. Among other reasons, it would seem preferable to leave the Institutes of Technology under the Department of Education because it may be expected that, to an increasing extent the Institutes will offer programs, of a kind and duration, which could not be duplicated in the Districts outside the metropolitan centres.

(2) The Relation of the District Boards to University Education.

It is part of the proposal that the District Boards for post-school education would not be responsible for university education **per se.** However, the functions of the District Boards must be considered in relation to the expansion of opportunities for university education and the pressure of numbers on the campuses in Edmonton and Calgary, particularly Edmonton.

Several different approaches to the relation between University education and non-University, post-school education might be considered.

(i) Complete separation of university and non-university post-school education.

This appears to be the approach adopted in the Province of Ontario.

The Province of Ontario is committed to providing the additional facilities to admit into universities the increasing number of qualified applicants

seeking admission; and university facilities are being expanded by the extension of existing universities and the establishment of new ones. The minimum time, after Grade 12, in which a University degree can be obtained in Ontario is four years. One of these years may be spent in the matriculation year (Grade 13) in schools in which this year is offered. The Province is also committed to the development of new institutions for post-school, non-university education. Although decisions still have to be made respecting the transfer of students from the Colleges of Applied Arts and Technoloy to university, the new colleges will be established without reference to, and with the minimum relation to, the universities.

The complete bi-furcation of post-school education can be defended in major centres on the grounds of necessary multiplication of campuses, and generally on the grounds of the different nature of the education required for university students and other students. The universities of Ontario support the plan because they fear the effects of a 'hybrid' institution on the standards and quality of the education received by students proceeding to degrees.

The adoption of this approach in Alberta would mean that the District Colleges would not offer programs of studies leading to admission to Universities; and on the completion of Grade 12 matriculants would proceed immediately to a University. Either students now able to pursue University studies at Lethbridge, Red Deer, and Medicine Hat would have to attend the universities in Calgary and Edmonton or, universities would have to be established in these centres; and new Colleges which might be established in, for example, Grande Prairie, would offer only programs from which it was not intended that students would proceed to university.

The approach is in conflict with the intentions of the Public Junior Colleges Act, Alberta, which provides that students might take the courses of the first-year of university studies at the Colleges in their districts. The adoption of the approach would increase the pressure of numbers at the Universities in Edmonton and Calgary, or require the establishment of Universities or satellite campuses under uneconomical circumstances.

It is not recommended that this approach be adopted in Alberta. Outside of Edmonton and Calgary there are few centres in which the complete separation of university and non-university studies would not result in uneconomical duplication of facilities. Further, it seems desirable to delay the segregation of university and non-university students as long as possible, consistent with good educational practices. The experience with the Lethbridge Junior College indicates that there is no unavoidable reason why university bound students must suffer in their educational progress by attendance at a comprehensive college.

(ii) Introducing between school and university a new level of educational institution and educational program.

This is the approach recommended by the Parent Commission for adoption in the Province of Quebec. The specific proposal is that the school system should terminate at the end of the 11th year; that all students proceeding further should attend a comprehensive Institute for the 12th and 13th years; and that students then proceeding to university should receive a bachelor's degree after three years (i.e., at the end of the 16th year).

This approach, although it would mean an additional year to the first degree, has much to commend it. Many pupils in Grade 11 are becoming restive 'in school'. The opportunity to transfer to an institution with a different philosophy, techniques, and curriculum content might provide the necessary conditions to induce them to continue their education further. It would avoid the segregation of students at at the end of Grade 12; and students proceeding to the universities would be better prepared to make the transition.

In Alberta the approach would mean withdrawing Grade 12 from the high schools. Either Colleges would have to be established in all centres in which Grade 12 is now offered; or, students who can now attend a local high school for the 12th year, would have to attend at more distant Colleges.

There has been insufficient opportunity to explore the reorganization of the Alberta School system which would be required to implement this approach. For this reason it is not possible to recommend it.

(iii) The plan, after the completion of the high school program, of two years at a comprehensive college before proceeding to a university for two years toward the first degree. (The 2:2 plan of post-school education.)

This is the approach being developed in British Columbia; and in the community college movement in the United States. The plan requires four years from Grade 12 to the first degree.

The general pattern in the United States is four years from Grade 12 to the bachelor's degree. There has been a phenomenal growth of two year colleges; and a marked tendency for students to attend at a college for two years before proceeding to a university for a further two years toward a first degree. Some new universities which are being established offer only undergraduate courses in two years, the students being drawn entirely from the graduates of two-year colleges. The community colleges also offer courses for students, who, having completed high school, do not plan to proceed to a university.

In addition to expanding its universities and establishing new universities, the Province of British Columbia is making provision for new institutions to be called 'District Colleges', and 'Regional Colleges'. One of these colleges has already been established in Vancouver; another college is in the advanced planning stage (West Kootenay District

College); and others are being considered. The colleges are designed to offer a wide range of post-school programs. Pupils completing Grade 12 with matriculation requirements may **either** proceed directly to one of the universities, for four years toward the bachelor's degree, **or** attend a district college for two years before going on to a university for two years to the first degree. Some programs in the colleges are devised for students intending to proceed to university; and it is expected that students who have satisfactorily completed the university parallel courses will be admitted without loss of time toward the degree.

The approach seems to fit well the needs of young people in smaller centres who might otherwise have to leave home to attend a university. There has been some difficulty in determining the location of colleges. The situation in Vancouver is awkward. The two years of academic studies at the Vancouver City College are not identical with the courses of the first two years at the universities; but full credit for the two years is expected. Moreover, the fees charged at the college for academic courses are about half the fees charged by the universities.

The adoption of the approach in Alberta would mean introducing an additional year between Grade 12 and the first degree. Students could elect to take two years at Colleges in Lethbridge, Red Deer, Medicine Hat and other centres before attending at a University for at least two years. In the metropolitan areas, in which the main pressure of numbers is greatest, most students would, the conditions being equal, choose to attend at the Universities. The pressure of numbers on the campuses at the Universities in Edmonton and Calgary would be increased.

(iv) The Development Intended by the Public Junior Colleges Act. 1958.

The intention of the Public Junior Colleges Act, 1958, was to establish colleges which would offer a wide range of programs of studies, and educational services, adapted to the needs of high school graduates in the community. It was intended that the colleges would offer the equivalent of first year university studies in a number of patterns, and that students completing one year at the college, in these patterns, would proceed to the university for two years toward the bachelor's degree, in three-year university programs. It was clearly intended that the colleges would seek out the needs of high school graduates for post-school programs, other than university studies, and that the colleges would assume the responsibility for providing educational opportunities for those who could not proceed to the university.

The Lethbridge College, which was established prior to the passage of the Public Junior Colleges Act has offered both university courses and a variety of courses for non-university students. Neither of the more recently established public colleges at Red Deer and Medicine Hat have any plans to offer courses other than university courses. After amendment to the Public Junior Colleges Act to permit colleges, with the approval of the university, to offer second-year university courses, the Lethbridge College introduced second-year university courses, and has sought the establishment of a three-year degree-granting institution in Lethbridge. The colleges have been pre-occupied with university studies; and in this respect have served their communities and brought slight relief to the pressure of numbers at the universities in Edmonton and Calgary. The Act has however failed to create the needed systematic approach to the problem of post-school education in the communities in which the colleges are located.

(3) The Main Proposal

(a) The adoption of the requirement of a minimum of four Years from Grade 12 before the first degree.

It is possible for a substantial number of students in Alberta to obtain a bachelor's degree in three years from Grade 12. The three-year programs in Arts, Science, Household Economics, and Physical Education account for over 40% of the first year enrolments in Edmonton and Calgary, in 1965.

It seems desirable that the University of Alberta should adopt the requirement of a minimum of four years from Grade 12 to the first degree.

(i) The knowledge in all fields is increasing rapidly. The significance of a degree in relation to the growing field of knowledge it represents can be maintained only by putting more pressure on students which many of them would not be able to meet successfully, or by extending the time required.

(ii) Many Canadian universities, and most universities in the United States, do not confer degrees before the end of the 16th year. The adoption of this requirement would only bring Alberta, in this respect, in line with accepted practice in many other places.

(b) The requirement that students should, as a normal rule attend at the University which confers the degree for at least two years.

The Public Junior Colleges Act, 1958, provided that the Colleges might offer the courses of the first year of the university. On request of the Lethbridge Junior College, by amendment to the Act in 1964, Colleges were permitted with the approval of the University to offer courses other than courses of the first year. In 1965, with the approval of the University, the Lethbridge Junior College introduced second-year courses in a number of programs. As a consequence students taking these courses may spend only one year at the University before receiving a degree.

It seems desirable that, as a normal rule, students should attend at the university which confers the degree for at least two years.

(i) The University offers experiences for students which it is not possible for a College to provide. At the University the student has an opportunity to become a member of a larger and more diversified community of students, including graduate students. In the Senior Years classes are relatively small, and the student has a greater opportunity to come under the influence of professors who have outstanding qualifications in their fields of knowledge. The experiences in the senior years are unique, stimulating, and meaningful.

(ii) The university confers the degree. The reputation of a university, which is important to its graduates, depends on the substance behind the degrees it confers. It is wise and proper that the institution which grants the degrees should have the student in its environment and under its care and supervision for an adequate period. It is not normal for universities to grant degrees after only one year in attendance; and one year out of three years does not seem adequate.

(c) The Combination of two Years at College and two Years at University.

Within the system requiring four years from Grade 12 to the first degree the combination of two years at College followed by two years at the University, which is widely accepted, has considerable advantage.

(i) Many students who transfer directly from high school to the University have difficulty in making the transition.

It is impossible to be complacent about the rate of failures. Dealing with students who are required to complete a year, partial students attempting to remedy deficiencies, and students who are required to withdraw involves much time and frustration on the part of the academic and administrative staff. For the student who has made the effort, failure is an experience he would be better without. The student who fails because of lack of effort or interest has wasted his own time and that of others. Under the present methods of selection many students must expect to meet the annoyance of supplementary examinations, or to take additional courses at the summer session, or take an additional year before graduating, or to be required to withdraw. A study made by the University of Alberta showed that, ten years after the year of admission, 38% of the students had not obtained a degree. Probably many of these should not have been admitted. Some students who spent two years at a College might come to the conclusion that they should not continue at the University, and would enter an occupation with some preparation related to it. Others who would transfer to a university would, provided the level of achievement required for admission were realistic, be better able to meet the problems of transfer.

(ii) The practice, that students who may proceed to the University, spend two years in a District College would assist materially in the development of a systematic program of post-school education for all young people who can profit from it. It is important to the development of strong post-school district institutions, particularly in Districts with relatively small numbers, that the College which may be established can draw upon a diversified student body, of sufficient size for effective and economical operation with attractive functional facilities and competent staff. The availability over a period of two years of a group of students who would otherwise have to attend university could be a significant factor in contributing to the success of the District institutions.

(iii) The condition that students take two years at a college followed by two years at the University before receiving a degree should give the colleges more flexibility in organizing their programs of studies. If the normal requirement is three years to a degree the university may be willing to approve the student taking the first year in a College; but the university insists on a significant measure of control over the conditions provided by the college for students proceeding to a degree and on strictly parallel courses. Under the conditions of four years to a degree, where three years were previously required, the university should be less concerned to impose conditions on the college, thus leaving a greater measure of flexibility to the college in developing its programs of study.

It should be expected that a substantial number of students who obtain a college diploma will intend to transfer to the university to complete the requirements for a degree. This implies that the university will be prepared to offer credit for college studies. It should not be expected that all combinations of courses in college diploma programs will be designed to permit transfer to the university; nor should the university be expected to extend credit, to all diplomas awarded by the college. The colleges must be prepared to offer a wide range of courses, and many programs consisting of combinations of courses. All of the programs will have some general educational significance; but all of them will have some vocational orientation. The university may reasonably look for a minimum content in the diploma programs of a kind which it sees as related to the degree program to which the student may be admitted. Students selecting particular programs, or combinations of courses, offered by the colleges should know whether or not the programs will, subject to a satisfactory level of achievement, admit them to the university, and should know what is required by the university in order to obtain a degree.

Clearly, close liaison and cooperation between the District Boards and the universities is essential. The Regional University would have a representative on each District Board. In determining general policies and prescriptions respecting programs of studies and conditions of admission to the University there should be continuing liaison between the District Boards and the University in their region. This

could be effected through a University-College Committee. In matters involving policies at the provincial level coordination could be achieved by consultation between the Provincial Board and the Universities.

The students now proceeding through three-year programs are mainly in the general courses in Arts and Science. Students following these programs would require an additional year from Grade 12 to the degree. It seems probable that in relation to some four-year programs, e.g., Commerce and Education, programs in the colleges could be devised which would be given year-to-year credit, i.e., students who had attended for two years at a college would be able to complete the requirements for the degree by attendance at the university for two years. In the case of four-year courses generally, the possibility of completing the program in 48 months would be enhanced by the use of the summer session or if the university - programs were offered on a semester basis.

(d) The Effect on the Pressure of Numbers on the University Campuses.

The university enrolment, 1975-76, i.e., the number of students taking work at the university level has been estimated as follows:

University Enrolment, 1975-76

	Northern Region	Southern Region
First year	7,333	3,667
Other years	14,667	7,333
Total	22,000	11,000

This estimate assumes an expanded range of programs at the university in Calgary with the effect that two-thirds of the students attend at institutions in the Northern Region and one-third in the Southern Region. (The population distribution is 60% and 40%.) This development alone would not reduce the numbers in attendance at the university in Edmonton below 18,000 in 1975-76, without a District College enrolment in the Northern Region of 4,000.

Under the proposal students taking two years at a District College would be the equivalent of first-year students, i.e., on admission they would enter 'other years' at the university. However, students would be free to choose between entering a District College or entering the University directly from high school.

Assumption A

Assume that 50% of 'first year university students' were diverted to District Colleges:

UNIVERSITY ENROLMENT 1975-76

	University Edmonton	University Calgary	Colleges North	Colleges South
First Year	3,667	1,833	3,667	1,833
Other Years	14,667	7,333	—	—
Total	18,334	9,166	3,667	1,833

Assumption B

Assume that 66⅔% of 'first year university students' were diverted to District Colleges:

UNIVERSITY ENROLMENT 1975-76

	University Edmonton	University Calgary	Colleges North	Colleges South
First Year	2,445	1,222	4,889	2,444
Other Years	14,667	7,333	—	—
Total	17,112	8,555	4,889	2,444

It would seem that, in order to ensure the reduction of the numbers attending at the University in Edmonton to less than 18,000 in 1975-76, at least two-thirds of the prospective students would have to attend at District Colleges. This could not happen without a District College in Edmonton.

Assume that a District College is established in Edmonton, but that students seeking admission to university programs were free to choose between attending at the college or attending at the university. There is little experience to assist in estimating the number of students entering university programs who would elect to attend at a College rather than to be admitted directly into a University in the same city. The experience of Mount Royal College suggests that the numbers would not be large; and the feasibility study undertaken on behalf of the Edmonton Separate School Board confirms this conclusion. Under conditions of choice, its seems improbable that the establishment of District Colleges in Edmonton and other Districts in the Northern Region would provide sufficient relief to the pressure of numbers on the campus of the university in Edmonton.

It would be possible to offer inducements to students in Edmonton to attend at a College rather than at the university. For example, high fees might be charged at the university and low fees, or no fees, at the District College. This approach is not recommended. The creation of a District College as a 'poor man's' university does not seem acceptable.

Given the advantage of two years at a College before admission to a University, and the objective of delaying the development of a second campus or a second university in Edmonton, it would seem desirable to limit the admission of students to the universities. This could be done by raising the admission requirements for direct admission to courses in the now three-year programs, as College facilities are made available. Students entering some four-year programs might also be directed to District Colleges. This general policy would assist materially in the development of District Colleges outside the metropolitan centres. It would also ensure the reduction in the pressure of numbers on the campus of the University in Edmonton to the point at which no immediate consideration would have to be given to the establishment of a second campus or second university in Edmonton.

The policy of diversion of students to attendance at District Colleges is a part of the Main Proposal.

(e) The Conclusions, within the Framework of the Main Proposal, Respecting the Particular Matters Referred to in the Terms of Reference.

In relation to the particular problems outlined in the terms of reference, this proposal would indicate the following conclusions:

(1) What is the role of the Junior College?

The term Junior College should be abandoned. It implies an institution preparatory to university, fulfilling the requirements or part of the requirements for a university degree, but which does not confer a degree. The District Boards would be responsible for all forms of post-school educational services, other than university programs. The Boards could operate colleges, including comprehensive colleges, which would be referred to as District Colleges. By arrangement, students taking certain programs at colleges in the District would be permitted to transfer to a university.

The Southern Alberta Institute of Technology, Calgary, and the Northern Institute of Technology, Edmonton, would continue to be operated by the Department of Education. This would involve arrangements with the District Boards in Edmonton and Calgary; and arrangements with other District Boards with respect to transfer of students.

(2) Through what initiative should Junior Colleges be formed?

The Province would take the initiative in establishing Districts for Post-School Education, and for appointing District Boards. It is assumed that the plan is proposed would receive widespread approval from the people of the Districts. If there is any evidence that this is not so, modification of the procedure should be made to ensure that there is no lack of adequate support.

(3) What should be the pattern of financial support for Junior Colleges?

Post-school education in the Districts should be supported by funds made available by the Province in a manner which would leave to the District Boards the maximum flexibility to meet the particular needs of their Districts. The Boards should not be prevented from seeking supplementary financial support from local sources.

(4) What view is taken of the source of students for Junior Colleges?

The District Board would be responsible for post-school educational services to the people resident in its District. This would involve transfer arrangements if it were necessary for students to go to another District in order to obtain a desired program.

(5) As Junior Colleges grow in size, how will their role develop?

The role of the District Boards would be to provide non-university post-school education of all kinds, with the opportunity for some students, on completion of two years in an approved District College, to transfer to university. District Colleges would be limited to transfer programs of two years' duration; and students with a Diploma would require attendance at a university for at least two years before receiving a degree. District Colleges would not become degree-granting institutions. Universities or branches of universities might be established in Districts.

(6) The need for the expansion of facilities for higher education in Lethbridge.

It is of primary importance, at this time, to ensure that in the Province generally a firm foundation is laid for the systematic development of non-university, post-school education. Nothing should be done which would interfere with this. It is therefore strongly recommended that District Colleges, and Institutes of Technology, should not aspire to become degree-granting institutions; and should not be permitted to develop in this direction. It should also be evident that there could be, at most, only one or two locations at which Universities could be established in the same location as District Colleges. Any exception to the general program should not be such as to prejudice the orderly development of the whole program; and should be permitted in particular situations only for good and sufficient reasons.

Under the proposal it is to be expected that the Lethbridge District Board would continue to support a Comprehensive College; and that some of the students awarded college diplomas would transfer to a university.

If the proposal is implemented there would be no need for immediate consideration of another university campus or another university in order to relieve the pressure of numbers on the campus of the University in Edmonton. In relation to the pressure of numbers at the universities there would be no need for the provision of university facilities at Lethbridge; and the provision of such facilities would, in any case, have an inconsequential effect on the pressure of numbers in Edmonton. However, these are not conclusive reasons against establishing university facilities in Lethbridge.

Apart all together from the pressure of numbers in Edmonton, there are reasons in favour of developing university programs in Lethbridge. Pioneering efforts in post-school education have been made in the Lethbridge District, and valuable experience has been gained there. A centre of university studies in Lethbridge could extend educational opportunities for the residents of the District, and could attract others to specialized programs which might be developed. The development of an institution at the university level in the District would bring general benefits to the community.

Provided that it did not interfere with the development of the general program of non-university, post-school education either by restricting the funds available for this program or by diverting the atten-

tion in other Districts from their primary objectives, there would be a good case for experimenting with university programs in one of the smaller centres, i.e., Lethbridge.

It would have to be decided whether the institution offering university programs should be a branch of the University, i.e., the University in the Southern Region, or a separate autonomous institution. Under the proposal students would attend at the new institution for two years toward a baccalaureat degree. The addition of graduate programs in some specialties might also be considered. Under the circumstances it would seem to be preferable, initially, to establish the new institution as a branch of the University in Calgary, which would award the degrees, with the ultimate objective of a separate, degree-granting institution. This arrangement would ensure the effective integration of the development in Lethbridge with the development in Calgary, at a time when the University in Calgary will have to extend the programs it offers so as to relieve the pressure on the campus of the University in Edmonton.

(7) Integration of 'private and church-related' Junior Colleges into the system of continuing education.

The District Boards would be responsible for all post-school education, other than university education. Existing private colleges—Mount Royal College, Calgary; and Camrose Lutheran Junior College —would become integrated into the District system. They could be permitted to continue to provide post-school educational services. However, provision should be made that District Boards may acquire the facilities of existing colleges by agreement, and with compensation. District Boards would have the authority to approve new private and church-related colleges, e.g., a church-related college or colleges in Edmonton, provided this was seen to be consistent with the needs of the District and as not impeding the fullest development of post-school educational services in the District. An approved private or church-related college would receive financial support from the District Board commensurate with the services it offered.

The case of Collège St. Jean, as a bilingual institution, is unique. Because of its peculiar bi-lingual function, it should be seen as a provincial institution, as it is proposed the Institutes of Technology and the Universities should be. Increased separation of school and post-school services should be sought. The College should be permitted to offer college programs, using French as the language of instruction; and students completing approved programs would be eligible to transfer to the University of Alberta. Efforts should be made to effect an agreement with the University in Edmonton so that some courses beyond the College level to be offered at the College would be accepted by the University for credit toward a degree; and for the participation of college staff in courses offered at the University, and vice versa. The college, in respect of courses at the college level, would receive financial support from the Province on an arranged basis. Financial support for courses for university credit beyond the college level would be received through the University.

(4) Modifications of the Main Proposal

The basic proposal rests upon two conditions. First, the introduction of an additional year; and second, the diversion of students to colleges by requiring that a substantial porportion attend for two years at a District College before entering a university.

Both conditions can be defended on educational grounds. In the case of the additional year, the defence rests on the need for more time in the educational process; and the maintenance of the significant substance behind the degree. For many students, the attendance at college for two years would prepare them better for the transition to university and would offer them educational experiences, not available in the university, appropriate to their future needs. There are other reasons. The extension of the period to a minimum of four years to the first degree introduces a measure of flexibility into the organization of post-school education which would assist materially in the application of a systematic approach to post-school education; and, in some situations, delays the point at which segregation of students would occur. The diversion of students to District Colleges has significant effects on the pressure of numbers on the universities.

However, the gains are not achieved without some real costs. The additional year adds to the real costs of securing a university degree; and without a substantial diversion of students to District Colleges would only add to the pressure of numbers on the universities. The diversion of students to colleges, in sufficient numbers to relieve the pressure on the university facilities in Edmonton, involves requiring many students to attend at a college rather than electing to attend at the university. It may be felt that the added real costs offset the gains.

(a) Modification A—The Removal of the Condition of an Additional Year.

Suppose that the condition of an additional year is not adopted.

The Public Junior Colleges Act, 1958, gave the colleges the authority to offer the first year of university programs, including programs which require only three years to the degree. By subsequent amendment, the Act now provides that, with the approval of the University, the colleges may offer courses of the second year toward a degree. This means that students may spend only one year at the University which confers the degree. The adoption of this provision as an integral part of the system of post-school education is not recommended. It has few, if any, counterparts. The university should not be asked, and should not be prepared to give its consent, as a normal condition, to awarding degrees to students

who have been no more than one year in attendance; and the District Colleges should be aware that, as long as the degree may be obtained in three years, they will not be authorized to offer more than the equivalent of one year toward the degree.

The university has already given approval to the inclusion of second year courses at Lethbridge. However, other colleges which have been established are offering only the first year of university studies. These colleges, and others which may be established should not be granted second-year privileges under circumstances which would permit the student to graduate after only one year in attendance at the university.

There is a case, on its own merits and under the conditions of three years toward a degree, for more rigorous admission requirements to the first year of university studies. The failure rates at the universities are higher than they should be. If the universities are unable to correct this, many students whose records in school raise serious doubts as to their ability successfully to make the transition from Grade 12 to the university would be better served by attendance for a year at a college. The diversion of these students to the college in their District would also serve to relieve the pressure on the campuses of the universities.

It is not recommended that the situation now created in Lethbridge should be reversed; and, under the continuing condition of three years toward the degree, the development toward the establishment of a three-year college should proceed. As in the main proposal, it is recommended that, initially, the three-year institution should be operated as a Branch of the University in Calgary, and that this arrangement should continue until it is felt that the Lethbridge university should confer its own degrees.

(b) Modifications B—The removal of the Condition of Required Attendance at College.

Suppose that the condition that students entering courses in the Faculty of Arts and Science, and perhaps some other courses, must attend first at a District College before proceeding to university is not adopted.

B 1: It is assumed that the condition of an additional year, i.e., a minimum of four years from Grade 12, is adopted.

Under these conditions the pressure of numbers on the campus at Edmonton becomes crucial. It has been decided that the maximum number to be accommodated on the present campus site is 18,000. Even allowing for the growth of colleges outside Edmonton, the rate of increase in numbers at the University in Edmonton is such that, without diversion of students, plans must proceed for another campus in Edmonton.

For the diversion of sufficiently substantial numbers, the choice is between an institution which is part of the University of Alberta, and a separate institution with university status. The effect would be sufficient only if the conditions offered at the second campus appeared to prospective students at least as attractive as those at the University of Alberta in Edmonton.

The situations in Canada which might offer some precedent are Toronto and Vancouver. In Toronto, the first move was to establish a second university initially under the wing of the University of Toronto. But York University soon became a separate university; and more recently the University of Toronto has begun to establish satellite campuses. In Vancouver, Simon Fraser University was, from the outset, established as a separate institution.

If the new campus were operated as a branch of the University in Edmonton, it would be possible to integrate the work on the new campus with the work at the campus of the University of Alberta in Edmonton so as to avoid uneconomical duplication. However, the same coordination could be effected in other ways. Providing some effective coordinating machinery were available, a second and separate university could be recommended for Edmonton.

The establishment of a second university in Edmonton would not preclude the possibility of the operation of a College under the auspices of the District Board.

B 2: It is assumed that the condition of an additional year from Grade 12 to a first degree is **not** accepted: some degrees could be obtained in three years from Grade 12, and District Colleges would offer the equivalent of first-year university courses only.

With the choice of attendance either at the university or at a college, it would still be necessary to establish a second university in Edmonton within the foreseeable future; and with a second university in Edmonton the need for inclusion of university transfer programs under the auspices of the District Board would be reduced.

(5) Brief Summary of Conclusions

(i) The development of non-university, post-school education should be made the responsibility of District Boards; except that the Institutes of Technology would continue to be operated by the Department of Education. The District Boards for Post-School Education should be appointed by the Province, and should receive per capita grants from the Province commensurate with the responsibilities delegated to them. There should be a Provincial Board for Post-School Education which would include representatives of the District Boards.

(ii) Normally students should not be awarded university degrees unless they have attended for at least two years at the university conferring the degree. The Universities should discontinue granting degrees after only three years from Grade 12. Students planning to enter university programs which

now require only three years from Grade 12 to the degree should be required to attend for two years at colleges operated under the auspices of District Boards before entering university. By arrangement with the universities students following certain programs in the District Colleges should be given credit toward other degrees now requiring four years from Grade 12 to the degree.

(iii) The pressure of numbers attending university is acute only in Edmonton. The early development of a second campus or second university in Edmonton can be avoided only if there is a substantial diversion of students from attendance at the campus of the University of Alberta in Edmonton. The range of programs offered at the University of Alberta in Calgary should be widened. This will have some effect in diverting students resident in the Southern Region from attendance at the University of Alberta in Edmonton. But the substantial pressure of numbers in Edmonton comes from students resident in the Northern Region and particularly in Edmonton and vicinity. If the proposal under (ii) were adopted this would relieve the pressure of numbers on the campus of the University of Alberta in Edmonton to the extend that it would not be necessary at this time to plan for a second campus or a second university in Edmonton.

(iv) Failing the diversion of students from the campus of the University of Alberta in Edmonton which would result from the proposal under (ii), i.e., the diversion of students resident in the Northern Region to District Colleges particularly in Edmonton, plans would have to proceed for a second campus in Edmonton. Assuming that adequate provision is made for coordinating the development of universities in the Province, a second university in Edmonton should be a separate institution.

(v) The establishment of a degree-granting institution in Lethbridge would have no appreciable effect on the pressure of numbers at the University of Alberta in Edmonton. However, if it would not interfere with the development of a systematic approach to non-university, post-school education, plans should proceed to offer courses to complete the requirements for some degrees at an institution in Lethbridge. The development of this institution should be closely coordinated with the extension of programs at the University of Alberta in Calgary; and, initially, it should be established as a Branch of the University in Calgary.

(vi) Church-related colleges may be approved by the District Boards; but these colleges, as with other colleges, should offer studies which, in the event of transfer to a university, would require a further two years before the conferring of a degree.

(vii) Collège St. Jean, Edmonton, should be developed as a provincial bi-lingual or French-language institution in affiliation with the University in Edmonton.

(6) The Problem of Personnel

There is no more intractable problem than that of securing qualified staff to meet the needs of expanding post-school education. The total pool of persons into education is limited by the expanding demands in other areas of activity; and cannot be quickly increased. The educational services demand includes a demand for school teachers and administrators; a demand for university instructors and other personnel; and a demand for persons to engage in the provision of other post-school educational services of a great variety of kinds. The schools and the universities are experiencing shortages. How then can the District Boards acquire the staff needed to meet the responsibilities to be placed upon them—organization and instruction at the College level, and the development of continuing education?

Expanding educational services are essential to meeting the demands in other areas of activity, and must therefore be given a high priority. Every effort should be made to ensure that the total pool of persons into education is built up as rapidly as possible. In the meantime the District Boards will have to draw on the pool of trained and experienced educators in the school system and even in the universities; and must seek to attract people who would otherwise enter either the school system or the universities.

But there is a preparation or training which is peculiar to the needs of non-university post-school education. There is a philosophy of education for the schools and a philosophy of education for the universities; there must be developed a philosophy for education for the District services. There are techniques of education in the schools and techniques of education in the universities; there must be developed techniques for education in District Colleges and extension services. There is a curriculum appropriate to the schools, and a curriculum appropriate to the universities; there must be developed curriculum content to meet the needs of post-school, non-university education.

Programs, corresponding to the programs of teacher-training and school-administration to meet the needs of schools and to the graduate programs of university in so far as they contribute to the supply of qualified university teaching personnel, must be developed to give training in the philosophy, techniques and curriculum planning needed to support the educational services offered by the District Boards. It is essential that the instructional staff be qualified to introduce their students to the subject matter, in depth.

District Boards will have to be in a position to assist staff in securing the necessary qualifications; and the Universities and other agencies, including the Department of Education, should be prepared to develop programs related to the needs of personnel who will serve the District Boards in various capacities. The Banff School of Continuing Education could be used increasingly as a provincial centre for training in adult education and extension services generally.

APPENDICES

APPENDIX A

RETENTION RATES IN THE SCHOOLS; TRANSFER RATES TO THE UNIVERSITY

TABLE 1—HIGH SCHOOL ENROLMENTS

	No.	% Age Group 16-18 years	% Grade 1[2]
1954-55[1]	6,884	14.5	43.6
1955-56	7,320	15.3	46.2
1956-57	7,733	15.4	47.2
1957-58	8,456	16.3	51.1
1958-59	9,724	18.0	55.6
1959-60	11,291	20.2	60.2
1960-61	13,223	22.5	64.7
1961-62	14,160	22.7	70.0
1962-63	14,692	22.2	70.0
1963-64	16,697	23.6	70.2
1964-65	20,172	26.9	72.2

TABLE 2—PROGRAMS OF HIGH SCHOOL PUPILS

	Total No.	No. Diplomas awarded	%	No. Matriculants	%
1954-55	6,884	3,867	56.2	1,426	20.7
1955-56	7,320	4,161	56.8	1,458	19.9
1956-57	7,733	4,313	55.8	1,668	21.6
1957-58	8,456	4,703	55.6	1,874	22.2
1958-59	9,724	5,204	53.5	2,121	21.8
1959-60	11,291	5,934	52.6	2,502	22.2
1960-61	13,223	6,715	50.8	3,202	24.2
1961-62	14,160	7,570	53.5	3,492	24.7
1962-63	14,692	7,792	53.0	3,710	25.3
1963-64	16,697	9,112	54.6	4,213	25.2
1964-65	20,172	NA	NA	4,588	22.7

TABLE 3—FIRST YEAR UNIVERSITY ENROLMENTS

	University of Alberta	Junior Colleges	Totals[3]	% Grade 12	% Matriculants
1955-56	1,529	—	1,529	22.2	107.2
1956-57	1,666	—	1,666	22.8	114.3
1957-58	1,861	23	1,884	24.4	112.9
1958-59	2,132	52	2,184	25.8	116.5
1959-60	2,211	71	2,282	23.6	107.6
1960-61	2,565	87	2,652	23.5	106.0
1961-62	2,990	174	3,164	23.9	98.8
1962-63	3,149	168	3,317	23.4	94.5
1963-64	3,344	300	3,644	24.8	98.2
1964-65	3,789	558	4,347	26.0	103.2

[1] For the years 1955-56 and 1960-61 the population of the age group 16-18 years is taken from the Census; for other years the population is estimated from the Census.

[2] Grade 1 numbers eleven years earlier.

[3] Includes 'Junior E' Students in Education.

APPENDIX B

COSTS OF UNIVERSITY EDUCATION

Canada: University Expenditures, 1954-64.
The following tables are taken from the Bladen Commission Report.

TABLE 1—OPERATING EXPENDITURES OF UNIVERSITIES AND COLLEGES OF CANADA, TOTAL AND PER STUDENT, AND YEARLY PERCENTAGE CHANGE IN OPERATING EXPENDITURE PER STUDENT, 1954-55 TO 1964-65

Academic year	Operating[1] expenditures ($ millions)	Operating expenditure per student ($)	Change in operating expenditure per student (%)
1954-55	76	1,113	—
1955-56	80	1,106	—0.6
1956-57	87	1,102	—0.3
1957-58	103	1,187	7.7
1958-59	121	1,275	7.4
1959-60	143	1,406	10.3
1960-61	176	1,546	10.0
1961-62	206	1,591	2.9
1962-63	239	1,662	4.5
1963-64	284	1,797	8.1
1964-65	337[2]	1,891[2]	5.2[2]

TABLE 2—CAPITAL EXPENDITURES OF UNIVERSITIES AND COLLEGES OF CANADA, NUMBER OF ADDITIONAL STUDENTS, AND EXPENDITURE PER ADDITIONAL STUDENT, 1954-55 TO 1964-65

Academic year	Total capital expenditure ($ millions)	Number of additional students (thousands)	Cost per additional student ($)
1954-55	12	4.2	2,860
1955-56	16	4.4	3,640
1956-57	20	5.8	3,450
1957-58	40	8.2	4,880
1958-59	52	8.3	6,270
1959-60	69	6.9	10,000
1960-61	79	12.0	6,580
1961-62	85	15.0	5,670
1962-63	113	12.5	9,040
1963-64	145	17.0	8,530
1964-65	200[3]	20.0	10,000[3]

[1]These figures include expenditures on sponsored research but exclude expenditures on ancillary enterprises.

[2]Estimated.

Sources: 1954-55 to 1962-63, Dominion Bureau of Statistics D.B.S. Canadian Universities, Income and Expenditure, 1961-62 and 1962-63; 1963-64, final figure for the year, supplied by D.B.S.; 1964-65, preliminary estimate, supplied by D.B.S.

[3]Estimated.

Sources: 1954-55 to 1960-61, Dominion Bureau of Statistics (D.B.S.) Survey of Education Finance, 1959-60; 1961-62 to 1962-63 D.B.S., Canadian Universities, Income and Expenditure, 1961-62 and 1962-63; 1963-64, final figure for the year supplied by D.B.S.; 1964-65 estimate supplied by D.B.S.

TABLE 3—OPERATING CAPITAL, AND TOTAL EXPENDITURES OF UNIVERSITIES AND COLLEGES OF CANADA (INCLUDING SPONSORED RESEARCH), 1954-55 TO 1964-65

($ Millions)

Academic year	Operating expenditure	Capital expenditure	Total expenditure
1954-55	76	12	88
1955-56	80	16	96
1956-57	87	20	107
1957-58	103	40	143
1958-59	121	52	173
1959-60	143	69	212
1960-61	176	79	255
1961-62	206	85	291
1962-63	239	113	352
1963-64	284	145	429
1964-65	337[1]	200[1]	537[1]

Canada: Projection of University Operating, Capital and Total Expenditures, 1964-65 to 1975-76.

The following table is taken from the Bladen Commission Report.

TABLE 4—PROJECTION OF UNIVERSITY OPERATING, CAPITAL, AND TOTAL EXPENDITURES, 1964-65 TO 1975-76

Academic year	Enrolment (thousands)	Operating cost per student ($)	Total operating cost ($ millions)	Capital expenditure ($ millions)	Total university expenditure ($ millions)
1964-65	179	1,910[2]	342[2]	234[2]	576[2]
1965-66	201	2,026	407	247	654
1966-67	229	2,148	492	263	755
1967-68	254	2,277	579	289	868
1968-69	284	2,414	685	325	1,010
1969-70	312	2,559	799	342	1,141
1970-71	340	2,713	924	390	1,314
1971-72	371	2,876	1,068	338	1,406
1972-73	396	3,049	1,207	315	1,522
1973-74	418	3,232	1,350	334	1,684
1974-75	440	3,427	1,506	338	1,844
1975-76	461	3,633	1,675	357	2,032

Alberta: University of Alberta Expenditures.

Capital Expenditures.

Between 1958-59 and 1962-63 (five years) capital grants from the Province to the University of Alberta amounted to $43,600.00.[3] This represents approximately $9,500 per additional full-time student. Corresponding figures for the other Western Provinces were Manitoba $5,200, Saskatchewan $3,200, British Columbia $2,600.

Operating Revenues.

The sources of operating revenues and the increase in revenues for full-time students are indicated in the following tables:

[1] Estimated

Sources: Tables 1 and 2.

[2] Figures yielded by our projection.

Sources: Enrolment projections by Dr. Sheffield; other figures projected by the Commission.

[3] Financing Higher Education in Canada No. 5, "Government Support of Universities and Colleges", Terrence J. Wylie, Canadian Universities Foundation, 1964.

TABLE 5—OPERATING REVENUES PER FULL-TIME STUDENT, UNIVERSITY OF ALBERTA

	1956-57		1960-61		1964-65	
	$ 000	$ /Student	$ 000	$ /Student	$ 000	$ /Student
Provincial Gov. Grant	2,167	5,271	6,000	868	15,140	1,270
Federal Gov. Grant	1,100	267	1,876	271	2,750	231
Tuition fees	915	222	1,789	256	4,089	343
Other revenues	68	17	183	27	289	32
Total revenues	4,250	1,003	9,828	1,422	23,368	1,876

The proportion of revenues from the several sources are as follows:

TABLE 6—PROPORTION OF REVENUES FROM VARIOUS SOURCES, UNIVERSITY OF ALBERTA

	1956-57 %	1960-61 %	1964-65 %	Ten Years $ (000)	Ten Years %
Province Gov. Grant	45.1	60.6	66.7	60,979	61.0
Federal Gov. Grant	28.7	19.3	12.7	17,748	17.7
Tuition Fees	23.8	18.2	18.8	18,355	18.3
Other revenues	2.4	1.9	1.8	2,949	3.0
Total Revenues	100.0	100.0	100.0	99,981	100.0

The Canadian Universities Foundation report which ranked the Provinces in order of support for university operating expenditures showed the Province of Alberta highest in each of the five years (1958-59 to 1962-63) in provincial support per full-time student; highest in each of the five years in support as a percentage of personal income in the Province; and highest in 1962-63 in support as a percentage of provincial general net expenditures.

Operating Expenditures.

Expenditures per student have been lower in Calgary than in Edmonton, but the differences have been narrowing.

TABLE 7—OPERATING EXPENDITURES PER FULL-TIME STUDENT, EDMONTON AND CALGARY

	1956-57			1960-61			1964-65		
	$ 000	%	$ /Student	$ 000	%	$ /Student	$ 000	%	$ /Student
Edmonton	3,643	94.9	970	8,721	89.7	1,497	17,545	80.8	1,883
Calgary	194	5.1	537	1,002	10.3	926	4,148	19.2	1,603
Total	3,837	100.0	932	9,723	100.0	1,407	21,723	100.0	1,822

The breakdown of expenditures per student and percentage, is as follows:

TABLE 8—BREAKDOWN OF EXPENDITURES, EDMONTON AND CALGARY

	Edmonton $/Stud. °/000	Edmonton %	Calgary $/Stud. °/000	Calgary %	Total $/Stud. °/000	Total %
			1960-61			
Instruction	1,042	70	633	68	977	69
Library	77	5	90	10	79	6
Maintenance	207	14	117	13	193	14
Administration	60	4	61	7	60	4
Public Service (net)	41	3	—	—	35	3
Miscellaneous	70	5	25	3	63	5
Total	1,497	100	926	100	1,407	100
			1964-65			
Instruction	1,325	70	943	59	1,242	68
Library	123	7	169	11	132	7
Maintenance	224	12	296	19	240	18
Administration	61	3	140	9	78	4
Public Service (net)	31	2	—	—	24	1
Miscellaneous	119	6	55	4	156	6
Total	1,833	100	1,603	100	1,822	100

The range of programs in Edmonton is more extensive than in Calgary, and the programs available only in Edmonton are generally more costly than those provided in both centres. In 1964-65, 14% of the students at Edmonton, viz. the students in programs not offered in Calgary, accounted for over 40% of the total instructional costs.

TABLE 9—INSTRUCTIONAL COSTS PER FULL-TIME STUDENT EQUIVALENT 1964-65

	Edmonton		Calgary		Total	
	Students	$/Student	Students	$/Student	Students	$/Student
Arts	3,092	701	1,154	677	4,246	695
Science	3,052	1,051	942	1,011	3,994	1,042
Commerce	436	523	51	353	487	505
Education	1,277	996	478	983	1,755	993
Engineering	631	1,693	135	933	766	1,559
Nursing	86	767	1	—	87	759
Phys. Ed.	350	977	92	1,022	442	986
Agriculture	172	6,674				
Dentistry	199	2,754				
Home Ec.	101	1,079				
Law	122	828				
Medicine	691	2,093				
Pharmacy	105	1,543				
Rehab. Med.	51	1,255				

Alberta: Projection of University Expenditures.

The following conclusions are taken from "Financing the University of Alberta", B. H. McDonald, November 1964, a brief prepared for the Bladen Commission:

The preceding sections show that what happens in 1975-76 depends on the university's enrolment in that year, to a large extent; however, it also depends on the level of the quality of education given; i.e. whether costs per student are relatively high or low. Examination of the data in the various Tables shows that, in 1975-76, total expenditure could be as low as $71,638,000 ($61,500,000 operating, $10,138,000 capital) or as high as $229,597,000 ($198,300,000 operating, $31,297,000 capital). The author feels that expenditures will lie somewhere in between, and the balance of the paper will be taken up by his predictions —all for the year 1975-76.

(1) Enrolment: 34,850 (the "Sheffield" estimate).

(2) Operating costs per student: $3,208 (estimate No. 1)

(3) Fixed asset costs per student: $12,000 (estimate No. 1)

(4) Operating costs: $111,800,000.

(5) Capital costs: $31,297,000.

(6) Total expenditure: $143,097,000.

(7) Total Provincial Government Grant: $101,764,000 (Assumes Case B revenues and 85% payment of capital costs).

(8) Provincial Government Grant in terms of:
- (a) % of University costs: 71.1%
- (b) % of Government Revenue: 14.2%
- (c) $ per capita: $54.42

(9) Total expenditure by the University from 1964-65 to 1975-76, inclusive:

(a) Operating	$ 734,100,000
(b) Capital	337,437,000
(c) Total	1,071,537,000

By way of comparison with the last figure above, in the *last* twelve years, the University spent some $163,333,000. In other words, in the *next* twelve years the University would have to obtain $908,204,000 *more* than it obtained in the last twelve years. Is this possible? What are the consequences if the funds cannot be obtained? The answers to these, and similar questions, are beyond the scope of this report.

APPENDIX C

PROJECTIONS OF 'UNIVERSITY' ENROLMENTS, ALBERTA, TO 1975-76

Growth of Enrolments, Alberta, 1956-57 to 1965-66.

TABLE 1—GROWTH OF ENROLMENTS, ALBERTA

	Full-time Student Enrolments			
	1956-57	1960-61	1964-65	1965-66
Edmonton	3,754	5,829	9,334	10,350
Calgary	361	1,082	2,587	3,291
Total Univ.	4,115	6,911	11,921	13,591
Lethbridge	—	72	191	299
Camrose	—	15	78	76
Mount Royal	—	—	82	92
Collège St. Jean	—	—	96	78
Red Deer	—	—	111	145
Medicine Hat	—	—	—	97
Total College	—	87	558	837
Grand Total	4,115	6,998	12,479	14,428

In the past 11 years the proportion of full-time students attending at the university in Edmonton has declined from 90% to 71.6%. Some 22.9% of all students attend at the university in Calgary. The number of students at Junior Colleges which was about 1% of the total in 1960-61 has increased to 5.7% in 1965-66.

Projections of Enrolments, Alberta, to 1975-76.

TABLE 2—PROJECTIONS OF FULL-TIME STUDENTS, UNIVERSITY OF ALBERTA[1]

	A Hawes (1962)		B Hanson (1964)		C Wyman	
	No.	% Age group	No.	% Age group	No.	% Age group
1964-65	12,045	14.9	12,045	14.9	12,045	14.9
1970-71	18,360	16.8	21,600	19.8	21,300	19.5
1975-76	23,655	17.2	31,000	22.4	29,400	21.3

'SHEFFIELD'

	No.	% Age Group
1964-65	12,045	14.9
1970-71	22,870	21.0
1975-76	34,850	25.3

TABLE 3—FURTHER PROJECTIONS OF FULL-TIME STUDENTS, UNIVERSITY OF ALBERTA[2]

	Estimate No. 1		Estimate No. 2		Estimate No. 3	
	1970-71	1975-76	1970-71	1975-76	1970-71	1975-76
Grade 12 as % of Grade 1	72.7	73.2	73.7	74.8	83.2	83.4
1st year as % of Grade 12	25.7	26.2	28.1	30.2	27.6	29.6
Percentage of age group	18.4	18.9	19.8	21.7	21.7	23.4
Full-time enrolments	20,041	26,020	21,618	29,524	23,613	31,675

[1]The estimates do *not* include enrolment at junior colleges. These estimates were brought together in a paper entitled "Financing the University of Alberta", prepared by B. H. McDonald for the Bladen Commission.

[2]The estimates include enrolments in junior colleges. These estimates were prepared by McDonald and are based upon the educational progression of students through Grade 12, into the university and through the university.

TABLE 4
SUMMARY OF PROJECTIONS AND ESTIMATES
Full-time Enrolments, University of Alberta.

		1970-71	1975-76
Projection	A[1]	18,360	23,655
	B	21,600	31,000
	C	21,300	29,400
	D	22,870	34,850
Estimate	1[2]	20,041	26,020
	2	21,618	29,524
	3	23,613	31,675

The 'Sheffield' projections, which were adopted by the Bladen Commission, assume that total university numbers including college enrolments will represent 26.7% of the age-group 18-21 years in 1975-76. In Alberta, the projected number in the age-group is 138,000 in 1975-76. On the basis of 26.7% the current ratio being 15.2%, total university numbers including students attending junior colleges would reach 36,850 by 1975-76. This estimate for Alberta should be tested against the retention rate in the school system, the transfer rate from Grade 12 to first year university, and the ratio of first year enrolments to total university enrolments.

In 1964-65 the enrolment in Grade 12 was 20,172, compared with an enrolment in Grade 1, in 1953-54, of 27,939, i.e., the retention rate was 72.2%. The rate has been rising from 43.6% (Grade 12, 1954-55), to 60.2% (Grade 12, 1959-60) to 70.0% (Grade 12, 1961-62). There appears to have been some slowing down in the retention rate since 1961-62.

The enrolment in Grade 1 in 1964-65 was 37,241. By making certain assumptions regarding the retention rate between now and 1975-76, the following estimates of Grade 12 numbers are obtained:

Grade 12 enrolments, 1975-76

Assumption A—
slight increase in rate to 73.3% 27,300

Assumption B—
moderate increase in rate to 75.0% 27,930

Assumption C—
rapid increase in rate to 85.2% 31,750

In 1964-65 the first year university enrolment, including junior colleges, was 26.0% of the Grade 12 enrolment of 1963-64. The transfer rate has risen from 22.2% in the university year 1955-56.

The following assumptions could be made respecting the increase in the transfer rate between now and 1975-76.

Assumption D—
increase at the same rate as recently to 30% in 1975-76.

Assumption E—
more rapid increase, to 35% in 1975-76.

Applying these rates to the estimates of Grade 12 under Assumption A, B, and C, yields the following estimates of first year university numbers.

		First Year Numbers	
	Grade 12	Assumption D	Assumption E
Assumption A	27,300	8,190	9,555
Assumption B	27,930	8,379	9,776
Assumption C	31,750	9,525	11,112

The ratio of first year enrolments to total university enrolments has been decreasing from 40.8% in 1961-62 to 36.2% in 1965-66.

It could be assumed that the ratio declined further to 33.0% in 1975-76. Applying this ratio to the estimates of first year enrolments under assumptions D and E yields the following estimates of total university numbers:

	Assumption D Assumption G	Assumption E Assumption G
Assumption A	24,800	29,000
Assumption B	25,400	29,600
Assumption C	28,900	33,700

The combination of a retention rate of 85%, transfer rate of 35%, and a ratio of first year to total enrolment of 33% fails to provide for a total enrolment as high as 36,000. The estimate of 36,850 total enrolment in 1975-76 seems too high. In further calculations a total enrolment of 33,000 'university' students (1975-76) in the universities and the colleges with a first year enrolment of 11,000, will be assumed.

Assumption H.

It is assumed that in 1975-76, 66⅔% of total university enrolments will be in the Northern Region, i.e., in the university in Edmonton or in District Colleges, including Red Deer College. In 1965-66 the population attending at Northern Institutions (the university in Edmonton and the colleges in the Northern Districts) was 73.8%. The assumption therefore implies diversion of students, resident in the Southern Region and attending at the university in Edmonton, to the university in Calgary and colleges in the Southern Region. The diversion would follow from widening the range of programs available at the university in Calgary. It is however expected that a wider range of choice will still be open at the university in Edmonton, and

[1] Projections do not include junior colleges.
[2] Estimates include junior colleges.

therefore that the numbers attending at the university in Edmonton will be proportionally higher in relation to population than at Calgary (the ratio of population is Northern Region 60%, Southern Region 40%).

University Enrolment, 1975-76

	Northern Region	Southern Region
First year	7,333	3,667
Other years	14,667	7,333
Total	22,000	11,000

The projected diversion of students resident in the Southern Region to attendance at the University in Calgary and district colleges would not reduce the numbers in attendance at the University in Edmonton below 18,000 without a district college enrolment in the Northern Region of 4,000.

APPENDIX D

ONTARIO REGULATION

Regulation made under the Department of Education Act.

Colleges of Applied Arts and Technology

1. In this Regulation,
   (a) "college" means a college of applied arts and technology that offers programmes of instruction in one or more fields of vocational, technological, general and recreational education and training in day or evening courses and for full-time or part-time students;
   (b) "Council of Regents" means the Ontario Council of Regents for Colleges of Applied Arts and Technology;
   (c) "municipality" means a city, town, village or township.

2. (1) The Council of Regents shall be composed of fifteen members who shall, subject to subsection 2, hold office for a period of three years.
   (2) Of the original fifteen members appointed under subsection 1, five shall retire on the 31st day of December, 1966, five shall retire on the 31st day of December, 1967, and five shall retire on the 31st day of December, 1968.
   (3) Any member of the Council of Regents is eligible for reappointment.
   (4) Where a vacancy occurs in the membership of the Council of Regents, the vacancy shall be filled by appointment by the Minister.
   (5) Nine members of the Council of Regents constitute a quorum.
   (6) The Council of Regents shall elect annually from among its members a chairman and a vice-chairman.
   (7) The Council of Regents shall appoint a full-time secretary.
   (8) The first meeting of the Council of Regents shall be held at a time and at a place determined by the Minister and subsequent meetings shall be held at such times and places as the Council of Regents determines.
   (9) The members of the Council of Regents shall be paid the actual amounts spent in travelling and living expenses while engaged in business of the Council of Regents.

3. (1) A board of governors for a college shall be composed of twelve members, seven of whom, excluding the ex officio member referred to in subsection 9, constitute a quorum.
   (2) Where a college has been established in an area that comprises one municipality, or part of a municipality,
      (a) the municipal council shall appoint four members to the board of governors, one of whom shall retire each year, the order of retirement to be determined by the municipal council; and
      (b) the Council of Regents shall appoint eight members to the board of governors, two of whom shall retire each year, the order of retirement to be determined by the Council of Regents.
   (3) Where a college has been established in an area that comprises two or more municipalities, or parts of municipalities, the board of governors shall be established on a formula that is provided by the Council of Regents and that is suitable to the municipal structure of the area.
   (4) Any member of the board of governors is eligible for reappointment.
   (5) Where a vacancy occurs in the membership of a board of governors, the vacancy shall be filled, in the case of,
      (a) a member appointed by a municipal council, by the municipal council; and
      (b) a member appointed by the Council of Regents, by the Council of Regents.
   (6) The first members of a board of governors shall take office upon their appointment, and thereafter members of a board of governors shall be appointed at the last regular meeting in a year of,
      (a) in the case of a member appointed by a municipal council, the municipal council; and
      (b) in the case of a member appointed by the Council of Regents, the Council of Regents, and shall take office on the 1st day of January in the year following their appointment.
   (7) The first meeting of a board of governors shall be held at such time and at such place as the Council of Regents determines and subsequent meetings shall be held at least once a month at such times and at such places as the board of governors determines.
   (8) A board of governors shall elect annually from among its members a chairman and a vice-chairman who shall be eligible for reappointment.
   (9) A director of a college shall be an ex officio member of the board of governors.
   (10) The board of governors shall appoint a secretary-treasurer.
   (11) Minutes of each meeting and such other records as are required by a board of governors or by the Council of Regents shall be kept by the secretary-treasurer.

4. (1) Upon assuming office a board of governors shall make a study of the post-secondary and adult education needs of the area for which the college has been established and shall, as soon as possible after the first meeting of the board of governors, submit for approval to the Council of Regents a report containing specific recommendations concerning the proposed educational programme.
   (2) The Council of Regents shall consider the recommendations contained in the report referred to in subsection 1 and,
      (a) where the Council of Regents deems it necessary, may modify or otherwise alter the recommendations; and
      (b) shall submit the recommendations, or the recommendations as modified or otherwise altered, to the Minister for his approval.
   (3) Where the Minister approves the recommendations, or the recommendations as modified or otherwise altered, the board of governors shall employ an architect.
   (4) The architect employed by the board of governors shall,
      (a) prepare sketch plans of the college based upon the approved recommendations; and
      (b) estimate the cost of the construction of the college.
   (5) The sketch plans and the estimate of costs of construction shall be submitted by the board of governors for approval to the Minister.
   (6) Where the sketch plans are approved under subsection 5, the board of governors shall cause the architect to prepare final plans and specifications

for construction of the college and shall submit the final plans and specifications to the Minister for his approval.

(7) Where the Minister approves the final plans and specifications referred to in subsection 6, the board of governors shall call for tenders for construction and, subject to the approval of the Minister, shall award the contract to the person who offers the lowest tender.

5. Subject to the approval of the Minister upon the recommendation of the Council of Regents, the board of governors shall select the site, or sites, of the college.

6. (1) A board of governors shall appoint,

(a) a director of the college;

(b) a principal for each division of the college;

(c) a registrar and a bursar and such other administrative, teaching and non-teaching personnel as are necessary,

and the salary and wage rates and according to the terms and conditions established by the Council of Regents and approved by the Minister.

(2) A board of governors shall, not later than the 1st day of September, submit annually for the approval of the Minister an estimate of its operating and capital costs for the next ensuing fiscal year.

(3) The estimate referred to in subsection 2 shall include any estimated surplus or deficit of the current year.

(4) A board of governors shall have printed annually publications of programmes of instruction, admission requirements and fees, approved by the Minister upon the recommendation of the Council of Regents.

(5) A board of governors shall appoint an auditor and, not later than the 30th day of June in each year, submit to the Minister an audited financial statement for the preceding fiscal year.

7. (1) A board of governors may, at any time, recommend the introduction of new educational programmes at the college to the Council of Regents.

(2) The Council of Regents shall consider the recommendation and,

(a) where the Council of Regents deems it necessary, may modify or otherwise alter the recommendation; and

(b) shall submit the recommendation, or the recommendation as modified or otherwise altered, to the Minister for his approval.

(3) Where the Minister approves the recommendation, or the recommendation as modified or otherwise altered, the board of governors shall include the new educational programme, or the educational programme as modified or otherwise altered, in the programmes of instruction at the college.

8. Except for programmes of instruction conducted under subsection 5 of section 14a of the Act, programmes of instruction leading to a certificate or diploma shall be approved by the Minister.

9. (1) An advisory committee for each branch of a programme of instruction offered at a college shall be composed of members appointed by the board of governors for the college.

(2) An advisory committee shall advise the board of governors and make recommendations to the board of governors regarding programmes of instruction and the introduction of new programmes of instruction.

10. (1) Subject to the conditions outlined in the publications of the board of governors, referred to in subsection 4 of section 6, any person who is the holder,

(a) of an Ontario Secondary School graduation diploma obtained at the end of Grade 12 from any Branch or Programme; or

(b) of the Ontario Secondary School honour graduation diploma obtained upon completion of Grade 13.

shall be admitted to an appropriate programme of instruction upon payment of the fee required.

(2) Subject to the conditions outlined in the publications of the board of governors referred to in subsection 4 of section 6, any person who has attained the age of nineteen years on or before the date of commencement of the programme of instruction in which he plans to enrol shall be admitted to an appropriate programme of instruction, upon payment of the fee required.

11. A board of governors may approve allowances for travelling on college business by members of the board of governors, the advisory committees, and members of the administrative, teaching and non-teaching personnel of the college, and provision therefor shall be made in the annual budget.

12. Except for programmes of instruction conducted under subsection 5 of section 14a of the Act, the Minister shall establish certificates and diplomas of standing and shall award such certificates and diplomas upon the recommendation of the board of governors and the Council of Regents and, where no certificates or diplomas are established for programmes of instruction, the board of governors may issue certificates of standing.

APPENDIX E

THE WEST KOOTENAY REGIONAL COLLEGE

The following quotations are taken from a recently published prospectus for the West Kootenay Regional College, B.C.

'Ideas, leadership and vision have combined in good measure to bring about a truly creative community achievement. It began in 1962 when Dr. John Macdonald, President of the University of British Columbia, presented his report on higher education. He predicted that without more facilities, thousands of able young adults would be deprived of higher education. He recommended that ". . . two-year colleges offering a variety of programs of one or two years of education beyond Grade 12 be established."

In December, 1963, a plebiscite was held by six school boards to determine in principle whether the West Kootenay citizens were interested in a regional college. The people voted overwhelmingly in favour. In June, 1964, a College Council was appointed. In January, 1965, a seminar held in Nelson and attended by university presidents, government officials and 400 leading citizens of the West Kootenays examined the college idea in detail.

In February, 1965, after a region-wide debate about higher education in the press and over the radio, in homes, in halls and in churches, a referendum was put to the people asking tax support for the Regional College. The referendum passed by a 72 percent majority. Thus, the West Kootenay Regional College became a reality. The positive vote was widely heralded as it represented an encouraging degree of cooperation among all levels of government, universities, school boards, and community organizations. The strong support of the entire community was clearly manifest.

The 200 acre site of the College lies within a bowl formed by the surrounding mountains at the confluence of the Columbia and Kootenay Rivers.

The heart of the campus is the library. It is designed to accommodate initially 15,000 volumes, 128 student carrels and administrative offices. Below the library proper is an extensive three-level reading area. Classrooms and laboratories are located in five education houses, each of which seats 150 students. Similar houses can be easily added. Dining facilities, which include a faculty dining room and lounge, can be easily expanded. Entrance to the campus is beneath the administration building. All buildings are connected by enclosed glazed walkways. The courtyards may be used during warmer weather to foster an intimate academic atmosphere. The overall intention of the design is to engage the student and instructor—wherever they may be on the campus—in an environment of continuous learning.

The requirement of the College for admission is graduation from High School. While all may enter, not all may stay. The "open door" policy permits ease of access. The door will be closed, however, on students who do not achieve satisfactory grades. Every student will be offered an opportunity to succeed. With individual counselling and good instruction, the College intends that its students will be outstanding successes when they begin their studies in a university.

Most of the students will commute from neighbouring towns. (Residences are not presently planned.) Applicants naturally will have widely ranging abilities and interests. Two-thirds of the initial enrolment will probably be degree candidates who will transfer to third year university. The remainder will be engaged in diploma programs. Curriculum and facilities have been designed to encourage harmonious relations between students in all programs of studies. A particular emphasis will be placed on physical fitness and athletic programs. Undoubtedly student organizations and a lively social life will develop. Plans for the future include a residential Continuing Education and Conference Centre. This facility will permit leaders of voluntary and professional groups to attend intensive short courses.

The College will open in September, 1966 to 400 full-time day students. The part-time students will be well over twice that number. The full-time enrolment is expected to reach 2,000 in ten years.

Approximately thirty faculty members will be appointed during the year preceding the opening of the College. Administrative officers including the Dean of Instruction, the Dean of Students, the Librarian and the Bursar will teach part time, as will certain highly trained persons drawn from industry and the professions.

It is expected that the academic year will be divided into three terms: Fall (September to December), Spring (January to April) and Summer (May to August). Initially, instead of a summer term, a summer session in July and August will be offered. Each term will consist of 13 weeks of teaching and two weeks for term examinations and conferences. The flexibility of the system will allow students to arrange their studies in 15-week units rather than by years. Not all courses will be offered each term.

While many students will be expected to follow the traditional pattern and attend two terms from September to April, some may begin in September and miss the spring term. Each student is free to determine the number of terms he will attend each year. Such a system permits freedom to follow a particular program of study and will give students opportunity to do practical work in their field not always available during the summer months. In general, studies completed in two terms can be considered equal to the work normally completed in a conventional winter session of seven to eight months.

Programs of study are being designed for:

(a) students planning to continue their education at a degree-granting institution;
(b) those wanting one or two years of higher education (technical, academic or a combination of both);
(c) students wishing a two-year technological program leading to a diploma and directly to employment;
(d) promising older students whose studies were interrupted and who now desire college standing or to raise their educational qualifications through full-time day classes;
(e) part-time students taking only one or two courses in the day or evening, or those taking part in seminars and professional, technical and business short courses.

Courses of study leading to third year standing in such faculties as arts, science, agriculture, architecture, medicine, education, and commerce will be offered.

INITIAL COURSE OFFERINGS FOR 1966-67

Physical and Biological Science	*Social Science*	*Humanities*	*Administrative Science*
Chemistry	Economics	English	Accounting
Geology	Geography	French	Marketing
Mathematics	History	Russian	Finance
Physics	Psychology	Philosophy	Computer Science
Botany	Sociology		
Zoology			

EIGHT DIPLOMA PROGRAMS WILL BE OFFERED

Mechanical Technician - Home and Institutional Management - Chemical-Metallurgical Technician - Forestry Technician - Instrumentation Technician - Electrical-Electronics Technician - Business and Commercial Practice - Advanced Secretarial Science.

Included on the College Council for 1965-66 are representatives of the cooperating school districts, the Minister of Education, and citizens at large.

APPENDIX F

A BILL TO REORGANIZE NON-UNIVERSITY, POST-SCHOOL EDUCATION IN THE STATE OF IOWA, 1965

Section 1. It is hereby declared to be the policy of the state of Iowa and the purpose of this Act to provide for the establishment of not more than twenty (20) areas which shall include all of the area of the state and which may operate either area vocational schools or area community colleges offering to the greatest extent possible, educational opportunities and services in each of the following, when applicable, but not necessarily limited to:

1. The first two (2) years of college work including pre-professional education.
2. Vocational and technical training.
3. Programs for in-service training and retraining of workers.
4. Programs for high school completion for students of post-high school age.
5. Programs for all students of high school age who may best serve themselves by enrolling for vocational and technical training while also enrolled in a local high school, public or private.
6. Student personnel services.
7. Community services.
8. Vocational education for persons who have academic, socio-economic, or other handicaps which prevent succeeding in regular vocational education programs.
9. Training, retraining, and all necessary preparation for productive employment of all citizens.

Section 2. When used in this Act, unless the context otherwise requires:

1. "Vocational school" means a publicly supported school which offers as its curriculum or part of its curriculum vocational or technical education, training, or retraining available to persons who have completed or left high school and are preparing to enter the labor market; persons who are attending high school who will benefit from such education or training but who do not have the necessary facilities available in the local high schools; persons who have entered the labor market but are in need of upgrading or learning skills; and persons who due to academic, socio-economic, or other handicaps are prevented from succeeding in regular vocational or technical education programs.
2. "Junior College" means a publicly supported school which offers as its curriculum or part of its curriculum two (2) years of liberal arts, pre-professional, or other instruction partially fulfilling the requirements for a baccalaureate degree but which does not confer any baccalaureate degree.
3. "Community college" means a publicly supported school which meets the curriculum requirements of a junior college and which offers in whole or in part the curriculum of a vocational school.
4. "Merged area" means an area where two (2) or more county school systems or parts thereof merge resources to establish and operate a vocational school or a community college in the manner provided in this Act.
5. "Area vocational school" means a vocational school established and operated by a merged area.
6. "Area community college" means a community college established and operated by a merged area.
7. "State board" means the state board of public instruction.
8. "State superintendent" means the state superintendent of public instruction.
9. "Planning board" means any county board of education which is a party to a plan for establishment of an area vocational school or area community college.

Section 3. Boards of education of two (2) or more counties are hereby authorized to plan for the merger of county school systems, or parts thereof, for the purpose of providing an area vocational school or area community college. Such plans shall be effectuated only upon approval by the state board and by subsequent concurrent action of the county boards of education at special meetings, called for that purpose, or at the regular July meetings of the county boards. No area which has less than four thousand (4,000) public and private pupils in grades nine (9) through twelve (12) shall be approved by the state board as a merged area.

Section 4. Upon recommendation of the county board of education and approval by the state board in an area plan, a county school system may be divided to permit parts of the system to merge with one (1) or more merged areas in establishing an area vocational school or area community college. When division is permitted, the county school system shall be divided along local school district boundaries. No local school district shall be a part of more than one (1) merged area. The county board of education shall be the planning board for any portion of the county school system which is to become a part of a merged area.

Section 5. Plans formulated for a merged area when submitted to the state board shall include the following:

1. A description of the geographic limits of the proposed area.
2. Total population, population trends, population density, and projected population density of the area.
3. Total school enrolments in grades one (1) through eight (8) within the area.
4. Total school enrolments in grades nine (9) through twelve (12) within the area.
5. Projections of school enrolments within the area.
6. A description of the types of educational offerings and capacities of educational facilities beyond high school existing within the area, or within fifty (50) miles of the centre of the area, at the time of submission of plans.
7. Identification of educational programs needed within the area.
8. An evaluation of local interest in and attitude toward establishment of the proposed area vocational school or area community college.
9. An evaluation of the ability of the area to contribute to the financial support of the establishment and operation of the proposed area vocational school or area community college.
10. Estimated number of students within the area who are eligible to attend the proposed area vocational school or area community college.
11. The curriculum intended to be offered in the proposed area vocational school or area community college and assurances that adequate and qualified personnel will be provided to carry on the proposed curriculum and any necessary related services.
12. The location or locations where the proposed area vocational school or area community college is to be constructed or established if such location or locations have been agreed upon. The site or sites of any proposed area vocational school or area community college shall be of sufficient size to provide for adequate future expansion.
13. The boundaries of director districts which shall number not less than five (5) or more than nine (9) if such districts have been agreed upon. Director districts shall be of approximately equal population.
14. When it is intended that one (1) or more existing vocational schools, community colleges, or public junior colleges are to become an integrated part of an area vocational school or area community college,

specific information regarding arrangements agreed upon for compensating the local school district or districts which operate or operated any existing school or college.

15. Such additional information as the state board may by administrative rule require.

Section 6. County boards of education may expend public funds for the purpose of formulating plans for a merged area and may arrive at an equitable distribution of cost, subject to approval of the state board, to be paid by each participating board.

Section 7. Upon receipt of any plan submitted, the state board shall cause the plan to be examined, conduct further investigation of and hearings on the plan if deemed necessary, and evaluate the plan in relation to all vocational schools, community colleges, and junior colleges existing, proposed, or needed throughout the state. The state board may approve or disapprove the plan or may return the plan to the planning boards for modification and resubmission.

Section 8. When a plan is approved, the state board shall issue an order of the approval, a copy of which shall be sent to each of the respective planning boards. The order shall:

1. Officially designate and classify the area school to be established as an area vocational school or area community college.
2. Describe all territory included in the county school systems which is to be a part of the approved area.
3. Officially designate the location or locations of the area vocational school or area community college. If the plan did not specify a location, the state board shall so determine.
4. Officially designate the boundaries of director districts. If the plan did not specify such boundaries, the state board shall so determine.

Section 9. When a plan is disapproved, a statement of the reasons for such disapproval shall be forwarded to each of the planning boards. Within fifteen (15) calendar days from the date of receiving such statement, the planning boards or their authorized representative may request a hearing by the state board on the disapproved plan. The state board shall grant the hearing within thirty (30) calendar days after receipt of the request. Upon receiving all evidence and arguments presented by the planning boards or their representative, the state board may reaffirm or reconsider its previous action with respect to the disapproved plan or may request the planning boards to modify and resubmit the plan.

Section 10. When a plan proposing formation of a merged area is approved by the state board, each county board of education which is a planning board with respect to the approved plan shall:

1. Within thirty (30) calendar days after approval of the plan by the state board, order published, in all official newspapers of the county, notice of intent to form the proposed merged area. The state board shall prescribe by administrative rule the form and content of such published notices.
2. Within seventy (70) calendar days after approval of the plan by the state board hold a meeting to accept or reject the merger plan. In the event no decision has been made by a county board of education within seventy (70) days, the county board shall be deemed to have approved the merger plan. The secretaries of the respective boards shall immediately notify the state board of the action taken at the meetings.

Section 11. Upon receiving notice that all planning boards have given final approval to the proposal to form a merged area the state board shall:

1. Officially designate all territory included in the plan approved by the county school systems as a merged area.
2. Direct the county superintendent of the county in which the physical plant facilities of the area vocational school or area community college are to be located to call and conduct a special election to choose the members of the initial governing board of the merged area. If physical plant facilities are to be located in more than one (1) county, the county superintendent of the county in which the school or college administrative offices are to be located shall be responsible for calling and conducting the special election.

Section 12. The governing board of a merged area shall be a board of directors composed of one (1) member elected from each director district in the area by the electors of the respective district. Members of the board shall be residents of the district from which elected. Successors shall be chosen at the annual school elections for members whose terms expire on the first (1st) Monday in October following such elections. Terms of members of the board of directors shall be three (3) years except that members of the initial board of directors elected at the special election shall determine their respective terms by lot so that the terms of one-third (⅓) of the members, as nearly as may be, shall expire on the first (1st) Monday in October of each succeeding year. Vacancies on the board which occur more than ninety (90) days prior to the next annual school election shall be filled at the next regular meeting of the board by appointment by the remaining members of the board. The member so chosen shall be a resident of the district in which the vacancy occurred and shall serve until the next annual school election, at which election a member shall be elected to fill the vacancy for the balance of the unexpired term. A vacancy shall be defined as in section two hundred seventy-seven point twenty-nine (277.29) of the Code. No member shall serve on the board of directors who is a member of a board of directors of a local school district or a member of a county board of education.

Section 13. In each merged area, the initial board of directors elected at the special election shall organize within fifteen (15) days following the election and may thereafter proceed with the establishment of the designated area vocational school or area community college. The board of directors shall thereafter organize on the first (1st) Monday in October of each year. Organization of the board shall be effected by the election of a president and such other officers from the board membership as board members so determine. The board of directors shall appoint a secretary and a treasurer who shall each give bond as prescribed in section two hundred ninety-one point two (291.2) of the Code and who shall each receive such salary as shall be determined by the board. The secretary and treasurer shall perform such duties as are prescribed in chapter two hundred ninety-one (291) of the Code and such additional duties as the board of directors may deem necessary. The frequency of meetings other than organizational meetings shall be as determined by the board of directors but the president or a majority of the members may call a special meeting at any time.

Section 14. All expenses incurred in electing the initial board of a merged area shall be prorated among the several county school systems included in the area, in the proportion that the value of taxable property in each county school system, or any portion thereof which is part of the merged area, bears to the total value of taxable property in the area. The superintendent responsible for calling and conducting the election shall certify to each county board of education the amount which each board owes.

Section 15. The nomination of candidates, preparation of ballots, and canvass for all elections of members of the board of directors of an area vocational school or an area community college, except as otherwise directed, shall be conducted in the manner provided in sections two hundred seventy-three point five (273.5), two hundred seventy-three point six (273.6), and two hundred seventy-three point seven (273.7) of the Code for members of county boards of education. Nomination papers in behalf of a candidate shall be filed with the secretary of the board of

the merged area. Each candidate shall be nominated by a petition signed by not less than fifty (50) qualified electors of the district from which the member is to be responsible for causing the printing of election ballots and the printing of necessary forms used by judges and clerks of election and by secretaries of local school districts in making election returns. The votes cast in the election shall be returned to the respective boards of directors of the merged areas who shall canvass the vote and issue certificates of election as prescribed in section two hundred seventy-three point seven (273.7) of the Code. Members elected to the board of directors of a merged area shall qualify by taking the oath of office prescribed in section two hundred seventy-seven point twenty-eight (277.28) of the Code.

Section 16. A merged area formed under the provisions of this Act shall be a body politic as a school corporation for the purpose of exercising powers granted under this Act, and as such may sue and be sued, hold property, and exercise all the powers granted by law and such other powers as are incident to public corporations of like character and are not inconsistent with the laws of the state.

Section 17. The board of directors of each merged area shall prepare an annual budget designating the proposed expenditures for operation of the area vocational school or area community college. The board shall further designate the amounts which are to be raised by local taxation and the amounts which are to be raised by other sources of revenue for such operation. The board of directors shall prorate the amount to be raised by local taxation among the respective county school systems, or parts thereof, in the proportion that the value of taxable property in each system, or part thereof, bears to the total value of taxable property in the area. The board of directors shall certify the amount so determined to the respective county auditors and the boards of supervisors shall levy a tax sufficient to raise the amount. No tax in excess of three-fourths (3/4ths) mill shall be levied on taxable property in a merged area for the operation of an area vocational school or area community college. Taxes collected pursuant to such levy shall be paid by the respective county treasurers to the treasurer of the merged area in the same manner that other school taxes are paid to local school districts.

Section 18. In addition to revenue derived by tax levy, a board of directors of a merged area shall be authorized to receive and expend:

1. Federal funds made available and administered by the state board, for such purposes as may be provided by federal laws, rules, and regulations.
2. Other federal funds for such purposes as may be provided by federal law, subject to the approval of the state board.
3. Tuition for instruction received by persons who reside outside the area, or by persons twenty-one (21) years of age or over or who are high school graduates residing within the area, to be charged and collected in accordance with the rules adopted by the state board.
4. State aid to be paid in accordance with the statutes which provide such aid.
5. State funds for sites and facilities made available and administered by the state board.
6. Donations and gifts which may be accepted by the governing board and expended in accordance with the terms of the gift without compliance with the local budget law.

Section 19. Board of directors of merged areas may acquire sites and erect and equip buildings for use by area vocational schools or area community colleges and may contract indebtedness and issue bonds to raise funds for such purposes.

Section 20. Taxes for the payment of bonds issued under section nineteen (19) of this Act shall be levied in accordance with chapter seventy-six (76) of the Code. The bonds shall be payable from a fund created from the proceeds of such taxes in not more than twenty (20) years and bear interest at a rate not exceeding five (5) percent per annum, and shall be of such form as the board issuing the bonds shall by resolution provide. Any indebtedness incurred shall not be considered an indebtedness incurred for general and ordinary purposes as prescribed under section four hundred seven point one (407.1) of the Code.

Section 21. No indebtedness shall be incurred under section nineteen (19) of this Act until authorized by an election. A proposition to incur indebtedness and issue bonds for area vocational school or area community college purposes shall be deemed carried in a merged area if approved by a sixty (60) per cent majority of all voters voting on the proposition in the area.

Section 22. In addition to the tax authorized under section seventeen (17) of this Act, the voters in any merged area may at the annual school election vote a tax not exceeding three-fourths (3/4ths) mill on the dollar in any one (1) year for a period not to exceed five (5) years for the purchase of grounds, construction of buildings, payment of debts contracted for the construction of buildings, purchase of buildings and equipment for buildings, and the acquisition of libraries, and for the purpose of maintaining, remodelling, improving, or expanding the area vocational school or area community college of the merged area.

Section 23. The board of directors of each area vocational school or area community college shall:

1. Determine the curriculum to be offered in such school or college subject to approval of the state board.
2. Change boundaries of director districts in merged areas after each decennial census or change in boundaries of the merged area to compensate for changes in population if such population changes have taken place.
3. Have authority to determine tuition rates for instruction as authorized under section eighteen (18), subsection three (3) of this Act.
4. Have the powers and duties with respect to such schools and colleges, not otherwise provided in this Act, which are prescribed for boards of directors of local school districts by chapter two hundred seventy-nine (279) of the Code.
5. Have the power to enter into contracts and take other necessary action to insure a sufficient curriculum and efficient operation and management of the school or college and maintain and protect the physical plant, equipment, and other property of the school or college.
6. Establish policy and make rules, not inconsistent with law and administrative rules, regulations, and policies of the state board, for its own government and that of the administrative, teaching, and other personnel, and the students of the school or college, and aid in the enforcement of such laws, rules, and regulations.
7. Have authority to sell any article resulting from any vocational program or course offered at an area vocational school or area community college. Governmental agencies and governmental subdivisions of the state within the merged areas shall be given preference in the purchase of such articles. All revenue received from the sale of any article shall be credited to the funds of the board of the merged area.
8. With the consent of the inventor, and in the discretion of the board, secure letters patent or copyright on inventions of students, instructors, and officials of any vocational school or community college of the merged area, or take assignment of such letters patent or copyright and make all necessary expenditures in regard thereto. Letters patent or copyright on inventions when so secured shall be the property of the board of the merged area and the royalties and earnings thereon shall be credited to the funds of the board.

Section 24. The board of directors of a merged area initially organized for the establishment of, and which is operating, an area vocational school may with the approval of the state board expand the curriculum of the school to qualify as an area community college. The state board shall upon approval officially classify the school as an area community college.

Section 25. The state board shall:

1. Have authority to designate any vocational school or community college as an "area vocational educational school" within the meaning of, and for the purpose of administering, the Act of Congress designated the "Vocational Education Act of 1963". No vocational school or community college shall be so designated by the board for the expenditure of funds under section thirty-five c (35c), subsection (a), paragraph five (5), Title twenty (20), U.S.C., which has not been designated and classified as an area vocational school or area community college by the state board.
2. Change boundaries of director districts in any merged area when the board of directors of the area fails to change boundaries as required under section twenty-three (23), subsection two (2), of this Act.
3. Change boundaries of merged areas to take into account mergers of local school districts and changes in boundaries of local school districts, when necessary to maintain the policy of this Act that no local school district shall be a part of more than one (1) merged area. The state board may also make other changes in boundaries of merged areas with the approval of the board of directors of each merged area affected by the change. At any time when the boundaries of a merged area are so changed, the state board may authorize the board of directors of the merged area to levy additional taxes upon the property within the merged area, or any part thereof, and distribute the same so that all parts of the merged area are paying their share toward the support of the school or college.
4. Administer, allocate, and disburse any federal or state funds made available to pay any portion of the cost of acquiring sites for and constructing, acquiring, or remodelling facilities for area vocational schools or area community colleges, and establish priorities for the use of such funds.
5. Administer, allocate, and disburse any federal or state funds available to pay any portion of the operating costs of area vocational schools or area community colleges.
6. Approve, in such manner as it may prescribe, sites and buildings to be acquired, erected, or remodelled for use by area vocational schools or area community colleges.
7. Have authority to adopt such administrative rules and regulations as it deems necessary to carry out the provisions of this Act.
8. Have the power to enter into contracts with local school boards within the area that have and maintain a technical or vocational high school and with private schools or colleges in the cooperative or merged areas to provide courses or programs of study in addition to or as a part of the curriculum made available in the community college or area vocational schools.

Section 26. Any local school district which operated a community or junior college for any period between September 1, 1964 and the effective date of this Act may continue to operate such college. Existing public community or junior colleges may be converted into area vocational schools or area community colleges in the manner provided in this Act. In addition, an existing public community or junior college may be converted into an area vocational school or area community college by agreement between the board of directors of the local school district operating the community or junior college and the board of directors of the merged area. Such agreement shall be effective only if approved by the state board of public instruction. Such agreement shall provide for reasonable compensation to such local school district.

Where the board of any local school district operating a community or junior college and the board of directors of the merged areas are not in agreement on the reasonable value of any public community or junior college which is to be converted, the matters of disagreement shall be decided by three (3) disinterested arbitrators; one (1) selected by the local board, one (1) by the board of the merged area, and one (1) by the two (2) arbitrators so selected. The decision of the arbitrators shall be made in writing and a copy of the decision shall be filed with the secretary of the board of the merged area and the secretary of the local board. Any party to the proceedings may appeal therefrom to the district court by serving notice thereof within twenty (20) days after the decision is filed. Such appeal shall be tried in equity and a decree entered determining the entire matter. The decree so entered shall be final.

Section 27. There is hereby established within the state department of public instruction a division of community and junior colleges. The division shall, under the supervision of the state superintendent, exercise the powers and perform the duties with respect to area and public community and junior colleges imposed by law upon the department.

Section 28. The state superintendent, with the approval of the state board, shall appoint a full-time director of the division of community and junior colleges and may employ such other qualified personnel as shall be necessary. The director shall be a person with teaching or administrative experience in the field of community and junior colleges or higher education and shall meet such qualifications in the area of vocational education as the state board deems necessary.

Section 29. There is further established a state advisory committee on community and junior colleges which shall consist of nine (9) members. Members of the committee shall be appointed by the governor and shall include:

1. A member of the state board of regents.
2. A member of the state advisory committee for vocational education.
3. A member to represent private universities and colleges.
4. A member to represent public and private junior and community colleges.
5. A member to represent associations which have been established for the purpose of furthering the education and training of individuals with academic, socio-economic, and other handicaps.
6. A member to represent local school districts which offer programs of vocational education.
7. Three (3) members to represent the general public.

Section 30. The members of the state advisory committee shall serve for terms of four (4) years but the nine (9) initial appointees shall serve as follows: Four (4) members shall serve from the date of appointment until June 30, 1967 and five (5) members shall serve from the date of the appointment until June 30, 1969. Any vacancy on the committee shall be filled for the unexpired term of the vacancy in the same manner as the original appointment. Members of the committee shall serve without compensation but shall be allowed actual and necessary expenses while engaged in official duties.

Section 31. Prior to August 1 of each year, the advisory committee shall meet and organize. The committee shall annually elect a chairman and such other officers as committee members deem necessary. The chairman of the committee shall be responsible for calling meetings of the advisory committee. Advisory committee members shall meet at least four (4) times a year and at such other times as the chairman or the state superintendent deems necessary.

Section 32. The advisory committee shall advise the state board on the establishment of area community colleges, on the adoption of standards for area and public community and junior colleges, and other matters relating to area and public community and junior colleges under the jurisdiction of the state board and state superintendent.

Section 33. Approval standards for area and public community and junior colleges shall be established by the state board of public instruction and the state board of regents, acting jointly, with the advice of the state advisory committee on community and junior colleges. Such standards shall be issued and enforced by the state department of public instruction which shall certify as approved any area or public community or junior college meeting such standards. Approval standards for area and public community and junior colleges shall include standards for administration, certification and assignment of personnel, curriculum, facilities and sites, requirements for the awarding of diplomas and other evidence of educational achievement, guidance and counseling, instruction or instructional materials, maintenance, school library, and staff.

Section 34. Section two hundred fifty-eight point four (258.4), Code 1962, is hereby amended by inserting in line four (4) of subsection seven (7) of such section after the word "programs," the words "area vocational schools and programs".

Section 35. Section two hundred eighty point eighteen (280.18), Code 1962, is amended by striking all of lines thirty (30), thirty-one (31), and thirty-two (32).

Section 36. Section two hundred eighty-six A point three (286A.3), Code 1962, is hereby amended by striking lines four (4) through eighteen (18) and inserting in lieu thereof the following:

"Approval standards for public community and junior colleges shall be established and approved as prescribed in section thirty-three (33) of this Act, with said standards to be issued and enforced by the state department of public instruction. Eligibility for receipt of state aid for public community and junior colleges shall be determined by the state board of public instruction and the state board of regents. No aid shall be paid to a public community or junior college unless such college meets approval standards."

Section 37. Section two hundred eighty-six A point four (286A.4), Code 1962, as amended by chapter one hundred seventy-three (173), Acts of the Sixtieth General Assembly, is hereby amended as follows:

1. By inserting in line three (3) of subsection three (3) after the word "the" the words "community or".
2. By adding the following to subsection three (3): "Merged areas operating an area vocational school or area community college shall be entitled to general school aid. The general school aid funds allocated to each merged area operating an area vocational school or area community college shall be determined by multiplying two (2) dollars and twenty-five (25) cents by the average daily enrolment of students who are residents of the state and who are attending the vocational school or community college and are carrying twelve (12) or more semester hours of work plus the full-time equivalent of students carrying less than twelve (12) semester hours of work. Multiply this product by the actual number of days the school or college was officially in session. The aid computation shall be made separately for each area vocational school of area community college."

Section 38. Section one (1) of chapter one hundred seventy-three (173), Acts 60th General Assembly is amended by striking from line seven (7) the words "one dollar and a half" and inserting in lieu thereof the words and figures "two (2) dollars and twenty-five (25) cents".

APPENDIX G

THE LETHBRIDGE JUNIOR COLLEGE

Historical[1]

In September 1949, the Board of Lethbridge School District #51 directed the assistant superintendent, Mr. L. H. Bussard, 'to make a thorough investigation of Junior Colleges both as a review of such colleges already established in Canada and the United States, on the basis of curricular and economic formation, and more particularly as an estimate of the suitability of the City of Lethbridge as a centre for a Junior College which would provide advanced courses, some of which would be of a terminal character, especially adapted to the surrounding district which is dependent on the development of agriculture and various mineral industries'.

In 1950, the Lethbridge School District Board secured the services of Dr. S. V. Martorana, State College of Washington, to undertake a survey of post-school education.[2] Dr. Martorana recommended the inauguration of the thirteenth year in the Lethbridge Public School System to be housed and administered in close association or integration with Grades 10, 11, and 12 resulting in a 6:3:4 school organization. This would be the first shift to a 6:3:4 organization. Arguments in favour of a 6:4:4 plan were advanced. It was proposed that the costs of the thirteenth year be met from departmental funds, millage levies against the assessed valuation of districts, and tuition fees. The existing facilities of the collegiate building were considered adequate to accommodate the expected enrolment of 100 to 150 students. The program of studies was seen to include '(1) courses which will transfer to a higher educational institution and count toward an academic degree, (2) offerings which will develop an occupational competence and lead directly to employment, (3) programs of a varied nature which will enable a student to explore different areas to arrive at one which fits his particular aptitudes and interests, and (4) offerings of many types for adults in the locality who wish to study part time'.

Dr. Martorana summed up his recommendations as follows:

'*Summary of Recommendations.* By way of a brief recapitulation of recommendations made in this report, it may be stated that the major recommendations made are (1) that a thirteenth-year program be instituted as a part of the public school program in Lethbridge, the new program to be a composite one embodying a full scope of offerings to both youth and adults in the community. (2) This program should be developed, organized, and administered as an integral part of the present Collegiate Institute, and the new educational institution which will result from such a development should become a community college for the city and area of Lethbridge. (3) The pattern of organization of the schools into a 6-3-4 scheme which will result by the addition of thirteenth year to the present Collegiate Institute should be considered transitional toward the more desirable 6-4-3 plan. (4) That in the process of study and analysis preceding the actual beginning of operation of the community college close cooperation be maintained with the University of Alberta, the Provincial Department of Education, and lay people and agencies as well as school personnel in the region. This program of close cooperation and free exchange of information and ideas should persist and be strengthened as the community college grows in service to the locality through the years.'

In June 1955, the Board of Lethbridge School District #51 passed the following resolution: 'That this Board apply to the Board of Governors of the University of Alberta and to the Minister of Education for the establishment of a College in Lethbridge, Alberta, in which may be taught subjects of university level and other subjects of a general and/or vocational nature beyond the level of high school in accordance with Section 178, Subsection 3, of the School Act, or on such other basis as may be deemed advisable.'

At a meeting on April 27, 1956, the Minister of Education pointed out that 'if only university courses were offered, the College must look for support from university funds, but that Government grants would be available if the College offered not only university but also non-university courses of a vocational nature'. A local grant from participating districts was discussed; and a suggested constitution and agreement were considered.

The requested University approval was announced in April 1957; and the first regular meeting of the Lethbridge Junior College Board was held in the same month. The College opened in the Fall of 1957. The College Board derived its authority under the School Act. The Public Junior Colleges Act was passed in April 1958.

The College was originally housed in the Lethbridge Collegiate Institute. In 1962 classes opened on the present site.[3]

The College commenced in 1957-58 with eight participating school districts and divisions. It now draws its support from sixteen districts which are represented on the board.

Financing

The College draws the main part of its support (51%) from grants from the Province. The grants are provided under the **University and College Assistance Act,** in respect of students taking university courses, and amounted in 1964-65 to $635 per full-

---

[1] The history of the formation of the Lethbridge Junior College is reported on in "Genesis of the Lethbridge Public Junior College" a thesis submitted to the Faculty of Graduate Studies for the degree of Master of Education, by A. G. Markle (April, 1965).

[2] "A Community College Plan for Lethbridge, Alberta". Dr. S. V. Martorana, 1951.

[3] Markle properly pays tribute to the contributions of the late G. C. Paterson, Q.C. and Mrs. Kate Andrews, now Chairman of the Lethbridge Junior College, in getting the College established.

time student; and, in respect of students taking technical-vocational courses, the grants which were recently increased to $600 per full-time student, are backed by funds made available to the Province under the Technical and Vocational Training Agreement. The Government of Canada provides aid to universities through funds distributed by the Association of Universities and Colleges of Canada. The grants amount to $2.00 per capita to each Province, and are divided among institutions on the basis of numbers of students. The grant to the College in 1964-65 was $190 per full-time university student. In 1964-65 total grants from, and through, the Province of Alberta amounted to $210,923; Federal aid through the Canadian Universities Foundation, totalled $43,702.

Total revenue from fees paid by students amounted to $79,792. Fees charged for university studies are set at the same level as at the university, and varied from $300-$350; but the fees actually charged to 'resident' students, i.e., students whose homes are in the College district, are reduced by one-half, i.e., to $150-$175. Students in the university section pay general fees of $17. The fees charged for technical-vocational courses (and for adult education courses) vary. Resident students taking 8-month courses pay $60; 4-month courses $30; 3-week courses $15 (non-residents $120, $60 and $30). Technical-vocational students also pay general and lab or shop fees. To illustrate: the total fees for a resident student taking a business education course (8 months) were $87; for a resident student taking vocational agriculture (4 months) $77. Fees for Adult Education programs are set at a level designed to cover expenses.

Requisitions on participating districts totalled $66,294 in 1964-65. The requisitions are based on one-half mill on a percentage of the equalized assessment which ranges from 100% in Lethbridge to 30% in outlying districts.

Total operating revenue for 1964-65 was $408,066. This covered all operating expenditures, including debt charges of $40,504.

Salaries (Administrative and Instructional) accounted for over 60% of total expenditures ($254,956). Individual salaries in the university section are comparable to those at the University of Alberta; but the qualifications of staff at the College are not as high as those at the University generally, and therefore the level of salaries at the College is generally lower. Salaries of staff with teaching certificates are governed by teachers' salaries. Salaries to instructional staff in the university section totalled $99,117; in the technical-vocational section $86,316. Other (non-salary) administrational expenses, maintenance and operation amounted to $63,613. (The Library has been built up largely from funds obtained by public appeals.) Debt charges in 1964-65 were $40,504. However, as a result of an appeal to the Province, the College now receives substantial relief from its debenture charges under the terms of the **University and College Assistance Act.**

The provisions of the **University and College Assistance Act** will apply to future capital expenditures. In 1963, the College received a grant toward construction of $37,001, from the Canada Council. Assistance for capital purposes is also available, for the technical-vocational section, under the Technical and Vocational Training Agreement.

Organization and Programs

The administrative staff consists of a Principal, Dean of the University Section, Director of the Technical - Vocational Section, Bursar, and Purchasing Agent.

In addition to the University and Technical-Vocational Sections, there is an Adult Education Section; and the College operates a Summer School and a Coaching School.

In 1964-65 the University Section was authorized to give courses in the first year. The Calendar listed 30 courses; and the programs included most of the programs of first year at the University of Alberta. (Provision was granted to offer second year courses in 1965-66. The Calendar lists 65 courses.) There were 19 members of the instructional staff in 1964-65 (32 in 1965-66).

In 1964-65, the Technical-Vocational Section listed 54 courses in the Calendar. There were 12 members of the Instructional staff. The programs fell into four categories; 8-month courses; 4-month programs; 2-month programs; and apprenticeship programs. For 1965-66, (14 instructors) the programs of the Section are divided into Business Education (8 months) — Advanced Secretarial, Medical-Dental Secretarial, Legal-Insurance Secretarial, Office Administration, Merchandising Administration; Technologies (8 months; equivalent to the 'A' year of the Institutes of Technology);—Drafting Technology, Electronic Technology; Trade and Occupational (8 months) — Automotives; Commercial Cooking; Trade and Occupational (4 months) — Appliances Service, Food Service, Vocational Agriculture; 3-week courses—Welding; Apprenticeship Training — Motor Mechanics, Welders, Appliance Service.

In 1964-65, the Adult Education Section (one Director) reported 28 evening courses; including 9 high school courses, languages, business courses and others. The Summer Session offers Grade 12 courses; and the Coaching Course (11 days) prepares students for Grade 12 Supplemental examinations.

Students

The admission requirements for university studies are similar to those at the University. In the Technical - Vocational Section admission requirements vary. In general, Grade 11 (67 high school credits) is expected in business education, and the technologies. The Trade and Occupational courses require Grade 11 or Grade 9 for students over certain years of age. Adult education courses are open

to persons of more than 17 years, who are not at school. Adults over 20 years may enrol in Grade 12 courses.

(a) Enrolments

The numbers of full-time students have increased steadily over the years, and recently at an accelerated rate.

The enrolment of full-time students.

	University Programs	Vocational Programs	Total
1957-58	25	6	31
1958-59	57	12	69
1959-60	62	12	74
1960-61	72	24	96
1961-62	130	26	156
1962-63	129	48	177
1963-64	148	174	322
1964-65	191	190	381
1965-66	296 (74 second year)	178	474

The numbers in the 1964 Summer Session and Coaching School were:

	Summer School	Coaching School
Registrants	57	167
Subject Registrations	65	240
Adults	25	11
1963-64 students	32	153
Others	—	14

Students registered in Adult Education—Evening Classes were:

	1963-64	1964-65
Registrants	480	541
Course Registrations	402	450

(b) Source of students

Students in the University Section are drawn from all parts of the College District. Many students residing within a radius of 25 miles commute to College daily. Students from more distant points obtain room and board in Lethbridge at rates ranging from $55 to $65 per month.

The following analysis was made for the 1963-64 session:

Full-time Students

Residence	University Section	Tech.-Voc. Section	Total
Lethbridge	66	55	121
Radius of 25 miles	35	32	67
Radius of 25-50 miles	31	54	85
Radius of 50-75 miles	13	17	30
Radius of 75 miles plus	7	—	7

In the 1964 Summer Session and Coaching School about one-half of the students were from outside Lethbridge County.

Students attending the Adult Education Evening Classes were drawn from a wide range of occupations.

A study of the 1962-63 matriculation graduates from the high schools in the College District showed that of 319 graduates 233 (73%) went on to University. Of this number, 41% attended the Lethbridge College; 30% attended at Edmonton; 10% attended at Calgary; and 19% went elsewhere, mainly to universities in the United States.

Performance of Students

The College has prepared the following reports on the performance of students:

Full-time Students—University Section	1962-63		1963-64	
Number of Students	125		148	
Number passed all courses	88	(70%)	102	(69%)
Number failed one course	21	(17%)	19	(13%)
Category II*	5	(13%)	12	(18%)
Category III	1		—	
Category IV	10		15	

*These Categories, used by the University of Alberta, reflect unsatisfactory performance; students in Category IV are required to withdraw.

Full-time Students—Technical-Vocational Section 1963-64		
Number of Students	178	
Number passed all courses	77	(43%)
Number failed one course	48	(27%)
Number failed two or more	28	(16%)
Number did not complete	25	(15%)
Number with average 65%	75	(42%)

The Introduction of Second-Year University Studies (1965-66)

In June 1964 the Board of the College presented a brief to the Committee of the Cabinet supporting the introduction of second-year university courses.

The brief recommended amendments to **The Public Junior Colleges Act** with the effect that the word 'Junior' be deleted; and that Colleges could be eligible to teach 'subjects of university level in a course leading to a bachelor's degree', without restriction.

The brief stated: 'The present rate of growth of the Province dictates that more facilities for higher education will be required. The question, however, is one of placement. There are three areas

to consider — the Peace River area, the Red Deer area, and the Lethbridge area. It will be some time before the population density in Northern Alberta warrants a two-year institution. Red Deer is partly served by the facilities in Edmonton and Calgary. Lethbridge has already pioneered the way with a successful first-year program. It is quite logical, therefore, that the Lethbridge Junior College be allowed to continue its progress. Its objectives have now had several years of experience. Planned development of the present facilities at this time will prevent a sudden and costly crash program at a later date'.

Detailed studies have been made on the courses that would be offered and the facilities and staff required. The addition of another year would require two years for its implementation. Calculations show that the expected enrolment would be 300 within two years. . . . Expansion would mean the hiring of 10 additional instructors over a two-year period. On the basis of the current grant structure and student fees, an increased enrolment of 25 in the first year and 40 in the second year would cover the additional costs of salaries. As the increase is projected to be about 150 student, the additional cost of instruction would be more than covered.'

The Public Junior Colleges Act was amended to permit Junior Colleges to offer courses beyond the first year, and the University Act was amended to accept students who had completed two-year studies at a Junior College. In May 1964, General Faculty Council approved the offering of second-year courses, subject to the following principles:

'(a) Students should be limited to registration in two years at the Junior College. The present statement in the General Section of the University Calendar that "A student proceeding toward a first degree will normally be required to attend at least one academic year as a full-time student" should be amended to specify that a student from a Junior College must spend at least the final year at the University of Alberta. The Calendar of Lethbridge Junior College should include a statement to the effect that a student would be granted credit in no more than ten courses, plus physical education, toward a degree at the University of Alberta.

(b) The usual practice of examining and approving books available in the library, and the laboratory facilities, equipment, and materials, should be repeated when second-year courses are added.

(c) The courses offered in the second year at Lethbridge Junior College must have their counterparts in the Calendar of the University of Alberta, Calgary.

(d) For the present, Lethbridge Junior College should not offer Honors programs or Honors courses.

(e) Candidates for appointment as Junior College instructors in courses beyond the first university year must possess qualifications substantially beyond the masters degree in the subject of instruction.'

Representations to the Province on Grants and Facilities

Two briefs presented to a Committee of the Cabinet in December 1964, dealt with debenture payments and increased grants for Technical and Vocational Students, and with the need for additional facilities, particularly a new science building. The Province is now giving substantial aid to the College in meeting debenture payments.

With respect to the grant for Technical and Vocational Students the brief states:

'The preliminary estimates for 1965 for the Technical Section of the Lethbridge Junior College indicate the following breakdown of costs per student:

Administrative	$ 197.00
Instruction	503.00
Maintenance	146.00
	$ 846.00
Revenue	786.00
Deficit	$ 60.00

'Revenue includes a Provincial Grant of $500 per student and tuition fees of $100 per student; the latter in contrast with the fee of $25.00 charged by the Provincial Institutes of Technology.

'In September 1964, the Junior College started a series of apprenticeship programs and in September 1965 some of the technology programs regularly offered by the provincial institutes will also be conducted at the Junior College. With the addition of 44,000 sq. ft. due to be completed in July 1965, and the resultant expansion of courses, the Technical Section could indeed lay claim to the "third institute" in the Province. However, the College is still a new institution pioneering in offering technical-vocational programs. In some classes enrolments are small and the College Board feels that the disparity between its fees and those of the Provincial institutes may be a handicap.

'It is intended to requisition a sum equal to approximateely $124 per student from the contributing school boards and the College Board feels this is as much as can be asked. The Board believes it should charge the same tuition fees for technical-vocational courses as do the Provincial Institutes of Technology, but to do this using the current grant structure, would increase the above-mentioned deficit to $135 per student. The College Board, therefore, respectfully requests a grant for 1965 of $635 per student under Section 5(1) (b) of The University and College Assistance Act.'

The Province approved increasing the grant from $500 to $600.

The brief on new facilities proposed the construction of a Science Building in order to implement the plans for the two years of University instruction and to provide for expansion of vocational training in the original building. The estimated cost was $1,500,000. In June 1965, the Board was informed that the application to construct a Science Building, with the provisions of The University and College Assistance Act, had been approved.

Proposals with respect to the Establishment of the Third Campus of the University of Alberta at Lethbridge

A brief supporting the establishment of the third campus of the University of Alberta at Lethbridge, with specialization in Biological Sciences, was presented to the Committee of the Cabinet in December 1964, by the Board of the Lethbridge Junior College.

The brief referred to the need to reduce the pressure of numbers on the campus of the University in Edmonton. It said 'while it is obvious that each campus must teach certain basic courses it seems unnecessary that most of the courses must be duplicated at each campus. The student enrolment in Alberta is now of sufficient size that certain specialties could be allocated to each campus. Specialization could reduce expensive duplication and competition among campuses'. The transferring of staff from the University at Edmonton would free space for expansion in Edmonton.

The brief presented two arguments for the development of the biological sciences at Lethbridge. First, the advantages of the association of the University and the research facilities of the Canada Department of Agriculture at Lethbridge; and, second, the ecological variety of the area.

The Lethbridge Chamber of Commerce, in independent representations to the Government and the University, supported the case for a 'third campus' in Lethbridge. 'The provision of University facilities has become a big business. The University of Alberta budget for 1963 (23 million dollars) exceeded the entire budget for the Province of Alberta for the year 1936 (20 million dollars). Public expenditures of this magnitude have a profound effect upon the economy of an isolated area; first of all directly through staff salaries, capital building expenditures, etc.; and secondly by attracting business and industrial growth to the area in question. A study of the ratio of growth of Alberta's cities clearly illustrates this point. Decentralization of the University would become a major factor in influencing the economic health of one entire province in the future by alleviating the problems created by unwieldly metropolitan expansion in two cities' . . . 'The City Council of Lethbridge has officially recognized the importance of a third university campus in this area by offering to donate to the University of Alberta sufficient land to permit planning for many years of expansion.'

A difference developed between the Board of the College and the Chamber on the question of a site for the proposed university. In a statement issued in January 1965, the College Board said: 'An application has been made within **The University and Colleges Assistance Act** for the first of the university buildings to offer science courses. The College Architect has prepared a model campus plan which locates this science building in a university complex utilizing a site of approximately 325 acres. More land is available in the vicinity. The plan provides for 40 acres to be allocated to the Technical Section which would develop into a "third technical institute".'

'In connection with a proposed site, Mr. Frank Sherring, Mayor of Lethbridge, said that the City owned 320 acres of land in North Lethbridge which was contiguous to 480 acres owned by the Province and which could make a total of 800 acres available for a university site . . . A motion was passed recommending to the City Council that the area of 320 acres be provided to the Board of Governors of the University of Alberta for the purpose of establishing a third university campus, as an alternative site to that of the Lethbridge Junior College . . . City Council passed a resolution adopting this recommendation and saying also that the City would "continue to purchase land adjacent to the College if necessary for expansion". Council favoured the alternative site because it already owned the land and it was contiguous to land owned by the Province. This is an apparent economy.'

The Board of the College repeated its stand 'in favour of retaining the present College site for future development'.

University Feasibility Study

In 1965 the City of Lethbridge secured the services of Hu Harries and Associates Ltd. to undertake a study of the feasibility of developing university facilities in Lethbridge. The Report "A Study to Examine and Report upon the Feasibility of Developing University Facilities in Lethbridge" was completed in September 1965. The Summary and Conclusions of the Report are as follows:

1. By using any of the recognized methods of forecasting one must come to the conclusion that the maximum student enrolment of 18,000 for the Edmonton and Calgary campuses will be exceeded prior to 1980.

2. As it becomes financially and academically uneconomic to operate a University campus for 18,000 or more students it becomes imperative that definite plans be formulated immediately in order to not only accommodate the excess number of students which will exist in the Province by 1980 but also to defer the saturation point of the Edmonton and Calgary campuses.

3. Since a University consists of much more than simply buildings and classrooms it requires a number of years to build up the desired staff, curriculum, reputation and students. Therefore, in order to be fully operative and effective by the time a third university is absolutely required it must be planned for today and should commence operation as a degree granting University by 1970 at the latest.

4. It has been found that a basic undergraduate University serves primarily the population from the area immediately surrounding it. Therefore, it should be located in or near an area of relatively high population. Considering the location of the existing two universities it becomes evident that the

third University in Alberta should be located in an area south of Calgary. In considering the geographic location, population distribution, commercial and industrial trade, growth potential and resources as well as facilities complementary to a University, it is without question that Lethbridge is the most feasible location for the third University in Alberta.

5. It is projected that there would be a minimum of 2,000 students enrolled in a University in Lethbridge by 1980.

6. In order that the curriculum of a University in Lethbridge complement the educational needs of both the Province and of the Lethbridge area as well as complement the curriculum of the existing universities, it is recommended that the University in Lethbridge initially offer a basic undergraduate Arts, Education and Biological Science course and degree.

7. Considering the curriculum requirements and the anticipated student enrolment it is estimated that an academic staff of between 65 and 80 (depending upon the required teaching load) would be required in a University in Lethbridge in order to offer the full suggested curriculum.

8. A comparison of the qualifications of the teachers for all universities in Canada to those of the teachers at the Lethbridge Junior College indicates that a University located in Lethbridge would have no difficulty in attracting teachers with the desired level of qualifications.

9. Considering the nature of courses to be offered and the projected enrolment it is estimated that the minimum space required for a University in Lethbridge will be 220,000 square feet by 1970 and 380,000 square feet by 1980. This may be compared to the total academic and vocational area of 145,000 square feet in the facilities at the Lethbridge Junior College. Based on today's average building and furnishing costs as experienced at the University of Alberta, it is estimated that the cost for the needed facilities in Lethbridge would be $4.8 million for 220,000 square feet and $8.3 million for 380,000 square feet.

10. Based on the present level of Provincial and Federal grants and the projected student enrolment it is estimated that the current revenue for a University in Lethbridge would be $3,507,000 by 1980. Based on the distribution of current expenditures for the University of Alberta and by increasing today's prices and salaries by 7% per year it is estimated that the current expenditures for a University in Lethbridge would be $3,100,000 by 1980. Such would produce a surplus of $407,000 which could be expected in an undergraduate institution.

11. It is, therefore, concluded that a third University will be required in Alberta within the next decade. It is also concluded that Lethbridge is the most feasible location for the University and, therefore, plans to this end should be formulated today so that the University of Alberta at Lethbridge may be operative by 1970.

There can be no quarrel with the general conclusion that an institution offering the courses required for granting degrees could be established in Lethbridge. The feasibility of establishing such an institution in Lethbridge does not however necessarily lead to the conclusion that a third university will be required in Alberta within the next decade. It may well be that, if nothing is done to slow down the enrolment of students in the Edmonton and Calgary Campuses, the maximum enrolments of 18,000 on each campus will be exceeded prior to 1980, at least in Edmonton. But the establishment of a third university is not the only means of deferring the saturation point of the Edmonton Campus, and the establishment of a degree-granting institution at Lethbridge would have only a minor effect. In recommending that plans 'should be formulated today so that the University of Alberta at Lethbridge may be in operation in 1970', the Report went beyond the declared purpose 'to examine and report upon the feasibility of developing university facilities in Lethbridge'.

APPENDIX H

A PROPOSED JUNIOR COLLEGE AT GRANDE PRAIRIE

In 1959 the Board of the Grande Prairie School District No. 2357 purchased land in the Northwestern part of Grande Prairie as a prospective site for a Junior College; and early in 1963 passed a resolution to proceed with an application for the establishment in Grande Prairie of a Junior College affiliated with the University of Alberta. Later in 1963 at a meeting of school board and school committee representatives, a Committee of two from the Grande Prairie School Board and one from each interested Board was set up to investigate and prepare a proposal. Subsequently a proposal was distributed to school boards and school committees.

In the proposal it was assumed there would be thirty-five students, six instructors and a Principal. It was anticipated that nine districts would participate. The contributions of the districts were based upon a scaled assessment (100% to 35%), and were estimated at $46,943. The total budget was $97,000. Classes were to be accommodated in the Grande Prairie Academic High School until enrolment required new buildings.

In December, 1963, the Board of Trustees of the Grande Prairie District forwarded to the Board of Governors of the University a motion requesting the establishment of a Junior College in Grande Prairie under the Junior College Act.

An organizational meeting of the provisional Junior College Board was held in March, 1965. Those present included representatives of County of Grande Prairie No. 1, Grande Prairie School District No. 2357, and Grande Prairie Roman Catholic Separate School District No. 28. Letters were read from Spirit River, Peace River, Fairview and High Prairie School Divisions all declining to take part for the present.

Later in March a Summary Report was prepared. A survey of students had indicated that about forty were interested, and it was concluded that an assumption of a beginning enrolment of thirty-five, reaching seventy in two or three years, was realistic. For the first year or two the College would confine its program to university courses. Ten teachers and a Dean would be required. Several instructors would teach high school subjects.

The participating Districts were to be Grande Prairie School District No. 2357, Grande Prairie R.C.S.D. No. 28, County of Grande Prairie No. 1, and East Smoky School Division No. 54. The total equalized assessment in the four Districts was $31 million. A levy of 1.794 mills on a scaled assessment was proposed. (County of Grande Prairie 60%, East Smoky School Division 50%.) The individual contributions were to be Grande Prairie School District No. 2357, $22,931; Grande Prairie R.C.S.D. No. 28, $3,468; County of Grande Prairie, $14,807; and East Smoky School Division, $2,269.

The proposed budget was as follows:

Receipts	$	Expenditures	$
Provincial Grant		Administration	2,000
35 Students @ $635	22,225	Instructors' salaries (5½ full-time)	50,000
Federal Grant		Supplies	5,000
35 Students @ $260	9,100	Library	7,500
Student Fees		Laboratories	10,000
10 Grande Prairie @ $250	2,500	Rent	2,000
15 Participating @ $150	2,250	Publicity	2,000
10 non-participating @ $250	2,500	Contingencies	3,100
Contributions from participating units	43,525		
	81,600		81,600

In April, 1965, the Board of Governors of the University of Alberta gave approval in principle to the establishment of a Junior College in Grande Prairie. It was decided that the co-ordinating council of the University would continue to examine the plans of the Grande Prairie Junior College Board and would recommend affiliation with the Edmonton campus of the University when adequate staff and facilities were assured.

APPENDIX I

A PROPOSED JUNIOR COLLEGE IN EDMONTON

The Junior College Feasibility Study.

On October 15, 1964, the Edmonton Separate School Board recommended the appointment of Rev. J. A. Macrae, OMS, to undertake a Junior College Feasibility Study. Father Macrae submitted his report in January, 1964.[1] The Edmonton Separate School Board has made an application for a Junior College under the terms of the **Public Junior Colleges Act.**

The report presented the following conclusions:

"1) All competent authorities agree that there is need for considerable expansion in facilities for undergraduate instruction in the Edmonton area, in the next ten years, if the expected large numbers of students are to be served adequately.

2) Experience elsewhere in the Province, indeed in Canada and the United States testify to the fact that there are distinct and proven educational advantages to a junior college.

3) A junior college founded on a positive Hebrew-Christian intellectual basis, could contribute in many ways to the communication, interpretation and implementation of the Ecumenical spirit as expressed by the recent Vatican Councils.

4) A junior college could provide a unique opportunity for Catholics to meet more fully their responsibilities towards higher education in the City of Edmonton and the Province of Alberta.

5) It would appear that there is a sufficient Catholic student potential, within the suggested junior college area to make a college a viable operation.

6) There is every likelihood that a junior college, of high academic standards, staffed by a highly qualified faculty, providing the evident educational advantages of this type of institution, and based on a Hebrew-Christian intellectual spirit would appeal to the whole community.

7) There is at present, the possibility of acquiring a staff whose qualifications would be satisfactory to the University of Alberta.

8) There is a site available on the St. Albert Trail, which after considerable investigation, and consultation with planning experts, seems to be an ideal location, for a junior college, which would serve the needs of the greater Edmonton Metropolitan area now, as well in the future.

9) The capital and operational grants available to junior colleges offering only undergraduate studies would appear to be realistic in terms of present costs.

10) In my opinion the financial commitment involved in the initial stages of the operation, for a School Board of a system the size of the Edmonton Separate School District is not unreasonable in terms of the positive values achieved by such an undertaking.

11) The procedures for establishing a junior college require that the Board of Trustees submit an application to the Government and the Board of Governors of the University, indicating that they think the project is feasible and giving the reasons why.

12) Discussions with appropriate officials and the experience of other junior colleges indicate that following the approval of appropriate authorities, fifteen to eighteen months are required to complete planning, building, equipping and staffing the institution. This would involve the appointment of the Director at least one year in advance of the opening date.

The conclusion then is, that a study within the limits mentioned in the introduction of this report would indicate that a Junior College in the Edmonton area, under the auspices of the Edmonton Separate School Board is feasible."

[1]The material used here is drawn from Father Macrae's report.

The Service Area was assumed to be the area from the City of Edmonton South to the Red Deer College area; North to the border of the proposed Grande Prairie Junior College area, and East to the border of Saskatchewan. The College would then be centred in an area with a population of 719,500, with 381,000 in the Edmonton Metropolitan area. The area would include 186,749 Catholics or 23% of the total Catholic population of the Province.

Potential student numbers were estimated on the basis of Catholics only; but it was suggested that the College might attract an additional 15% of non-Catholic students. Total Catholic matriculations for the Edmonton Junior College area were estimated at 401, 1961-62, and 1,725, 1971-72; and three estimates of student potential were calculated.

	Potential Enrolment		
	Estimate 1	Estimate 2	Estimate 3
1966-67	335	297	274
1967-68	344	356	290
1968-69	351	312	355
1969-70	390	346	350
1970-71	422	375	365
1971-72	457	406	391

Later in the Report, in estimating revenues, Estimate 2 of potential enrolment is used. It is assumed that actual enrolment would be 30% - 40% of potential (118) in the first year; 60% - 70% in the second year; and that by the third year practically the total potential would be realized.

It was proposed that the College offer first year university courses; but it was noted that 'technical and vocational courses which are not taught in existing high schools in the area could be offered'.

It was concluded that competent staff could be obtained provided the following conditions were met:

1) a comparable salary schedule to the University of Alberta.
2) adequate insurance and pension schemes.
3) the adoption of a liberal policy with regard to Sabbatical Leave and payment for expenses to meetings of professional societies. A policy on financial assistance for further study.
4) with regard to the teaching load, nine hours should be considered the maximum, (the equivalent for Science).
5) Private offices for all faculty with adequate library and lab facilities for instruction, research, (the latter of course subject to many qualifications) and student consultation.'

The Report said that the most feasible site would seem to be in the area between the City of Edmonton and the Town of St. Albert.

'The most feasible site for locating a Junior College, given the factors mentioned above would seem to be in the area between the City of Edmonton and the town of St. Albert.

An existing direct and efficient road system between the proposed site and the various neighborhoods of the metropolitan area suggests that the site is reasonably accessible at present.

New or planned extensions to existing roads to handle the increased population and demands of the years to come, favour the location all the more as the urban area expands. In short, present and future transportation services both in terms of road systems and transit facilities would seem to be quite adequate for Junior College purposes.

The land is zoned for institutional, recreational and agricultural uses. Urban development either industrial or residential in St. Albert, or in the City of Edmonton will not affect the site according to present zoning ordinances, which reflect also long range planning and land use policy.

The proposed site is centrally located to the greater metropolitan Edmonton area. The population in this area at present is approximately 381,000 which is anticipated to grow to 660,000 by 1980. Two-thirds of this growth will reside on the north side of the North Saskatchewan River which means that if population trends continue as predicted, the Junior College site will be adjacent to an estimated population of 420,000 by 1980.

From an analysis of income groups living on the north side of the city made by the Planning Commission of the City of Edmonton, two important facts emerge:

1) The lower tuition rates of the Junior College relative to the University could be an attractive feature to the income groups who live on north side.

2) It could be anticipated that a great deal of accommodation would be available in that part of the north side of the city lying beyond the C.N.R. tracks and also the residential districts flanking the St. Albert Trail and Groat Road.

There is land available and at a reasonable cost; sufficient land it should be noted for immediate needs, and future expansion if warranted. A tract of 130 acres bordering on the town of St. Albert and west of the St. Albert Trail is considered the most favourable location, and lends considerable weight to the feasibility of a Junior College in the Edmonton area.'

Space requirements were estimated on the basis of these assumptions:

a) that the Junior College could be opened in September 1966
b) the Academic program would be the basic Arts and Science courses offered at the University of Alberta
c) that enrolment would rise to approximately 500 students in 1971 if the institution offered the first year only
d) that a review of space requirements would be made in 1968-69 when future expansion could be assured with greater accuracy
e) that an attempt would be made to acquire library holdings of 30,000 volumes after three years of operation. The acquisition of these would not begin later than the Fall of 1965.'

The estimated accommodation was:

1. Instructional areas	35,000	Sq. Ft.
Non-instructional areas (60% - 40% formula)	23,400	
Special Junior College space requirements	5,880	
Total Net area	64,280	
Total Gross area (add 10%)	70,000	

The following capital costs were projected:

Buildings	Site development	$ 50,000	
	Space requirements	1,260,000	
	Equipment & furnishings	212,000	
		$ 1,522,000	
	10% School Board		$ 152,200
Other (covered by School Board)			
	Site costs & utilities		127,960
	Library (books)		150,000
	Total, School Board		$ 430,960
	Government grant		1,369,800
	Total		$ 1,800,760

The projected budget for 1970 - 71 was as follows:

	1970-71
Revenue	
No. of students	$ 375
Tuition	240
Prov. Gov. grant	990
Fed. Gov. grant	392
Total per student	1,622
Revenue Total	608,250
Expenditures	
1. Instruction	308,875
Coaching	2,000
Total	310,875
2. Administration Salaries Dean	16,000
Admin. Asst.	5,000
Clerical	6,000
Supplies	4,200
Other, legal fees, Pb. relations	2,500
Total	33,700
3. Instructional aids & equipment	10,656
4. Plant Maintenance	22,000
5. Principle & Interest on capital	28,000
6. Library Loan financing 150,000 over 5 years if possible	31,700
7. Contingencies	9,900
8. Allowance for depreciation	47,623
Total expenditures	494,454
Total revenue	608,250
+	113,796

APPENDIX J

MOUNT ROYAL COLLEGE, CALGARY

Historical

The College was established by an Act of Incorporation passed by the Legislature in December, 1911. It was sponsored by the Board of Colleges of the Methodist Church, with the assistance of a local group. It was authorized for education and instruction in 'the elementary and secondary branches of knowledge' and in 'music, art, speech and drama, journalism, business, technical and domestic art'. Church union in 1925 brought the College under supervision of the Board of Colleges and Secondary Schools of the United Church of Canada.

In 1931 the College discontinued its elementary school program and established a university department offering courses in the first and second years. Engineering courses were introduced in 1944; and the Business Administration department was added in 1956.

The Government of the College

The Act of Incorporation provides that the Board of Governors is appointed by the General Council of the United Church of Canada; 'provided that at least one-half of the members of the Board shall be residents of the City of Calgary, and that the retiring Board shall nominate the members of the Board for appointment as aforesaid with the exception of five members who shall be nominated by the graduates of the College who are members of Mount Royal College Alumni Association'.

In reply to questions respecting religious education the College has stated[1]: 'Mount Royal College is directly related to the "Board of Colleges and Secondary Schools" at the General Council level. The responsibilities of the two bodies in this relationship remain a little vague. There is some general policy relationship, some small financial assistance from General Council, but the real power would appear to be vested in the Board of Governors of the College. (The appointment of the Board is "rubber-stamped" by General Council.)

'There is no direct relationship at the Conference level of our Church government. Mount Royal College reports to Conference for information annually which may be verbal and written, or just written, and included in the Annual Agenda Report of Conference. The Conference Committee on Colleges and Students discussed the question of a closer relationship between it and the College at its last meeting.

'The relationship to the Presbytery has been vague and rather remote. Presbytery has no authority and the College no definite responsibility in this area. The College is endeavouring to open a solid line of communication to the Presbytery both through formal reports to the Presbyteries and out-reach to the individual churches in the Presbyteries.

'Generally it might be said that the relationship to the Council has not been well defined. It would seem desirable to study this matter in order that some clear-cut policy decisions could be made in this area of the College's life and that appropriate action might be taken.'

There is an Executive Committee of the Board of Governors; and a Senate with power to 'direct the studies, lectures, examinations and exercises of the students'. The members of the Senate include the members of the Board, the Principal and the Professors.

Financing

In the five years, 1958-59 to 1962-63, the College revenues increased from $403,669 to $716,543 (including $74,100 in gifts to the Building Fund). Over the same period the College had surpluses in two years and deficits in three years (including 1961-62 and 1962-63). Excluding the revenue for the Building Fund, revenue from tuition fees and room and board fees represented 90% of the total revenue.

Administrative expenses, including $20,000 for depreciation (1962-63) amounted to $187,504 or 27% of total expenditures. Revenue for the instructional divisions exceeded direct expenditures, in all divisions except the junior college. The principal losses appear to be in the Business Administration, Engineering, and career programs, rather than the university transfer programs. The operating department (dining room, dormitory, book store, and snack bar) had revenues of $144,800 and direct expenditures of $101,800.

Federal aid distributed by the Canadian Universities Foundation (now the Association of Universities and Colleges of Canada), amounted to $5,226. The General Council of the United Church contributed $5,000. Tuition fees for university transfer programs are $200 - $300; all other programs (except Secretarial School) $480; Secretarial School $510. Students also pay general fees, $13.50; and Student Union fees $26.00. Residence fees for the Junior College are $600; for the Secretarial School $745.

Capital expenditures are financed from public donations, loans and operating revenues. Total indebtedness for capital outlay, 1963, was over $290,000.

---

[1]The College made available the Report "Institutional Analysis of Mount Royal College, Calgary, Alberta", Dr. Robert N. Anderson, 1964.

Organization and Programs

The Administrative Staff consists of the President, Executive Vice-President, Academic Dean, Business Manager, Registrar and Assistant Registrar, Directors of Divisions, Chairmen of Departments, Coordinators, Chaplains and Counsellors.

The sections of the College include the High School, Junior College, Secretarial School, the Conservatory of Music, and the evening College. The Junior College includes the university transfer division, the school of Business Administration and Career Development, and the Department of Engineering. The Division of Fine Arts includes the Conservatory of Music, the Department of Speech Training, and the Department of Drama and Theatre. There are Divisions of Physical Education and Philosophy and Religion. The Evening College includes the Business Diploma Program. The College operates a Summer School (high school courses) and a Refresher Course (high chool supplementals).

The University Transfer Division.

In affiliation with the University of Alberta the College offers a first year university program (September to April); a first year program (February to August); and a combined matriculation and university program. Students are admitted to the C.M.U.P. with one matriculation deficiency; and may complete first year of the university at the university summer session or may carry on extra courses in the second year.

The College also offers courses outside its affiliation with the University of Alberta. Students are admitted with the high school diploma and the program is of two years' duration. Graduates from this program may be admitted to a senior institution and receive a bachelor's degree after two years. All the courses parallel university courses.

The School of Business Administration and Career Development.

The School, which operates on the semester system, offers the first two years of study for a four-year degree course. (Students have been accepted by the Department of Business Administration, University of Western Ontario.) The School also offers programs of one or two years and a wide selection of courses in the Business Diploma Program at the Evening College. For admission to the Business Diploma Program a student must be at least twenty-three years old, with minimum business experience of three years. Courses are offered in the late afternoon and evening.

The Career Development Programs include Community Service Training, Interior Design, Journalism, Radio and Television Training. These are all two-year programs. There is a one-year program in Library clerical training. The normal admission requirements are the High School Diplomas.

The Secretarial School.

The normal admission requirement is a High School Diploma. The programs are all ten months in length, and include: Executive Secretarial; Medical-Dental Secretarial; Petroleum Secretarial; Drafting Secretarial.

The Department of Engineering.

Students are expected to have a High School Diploma with a pass standing in mathematics and science. Students completing the two-year transfer programs in engineering and the one-year transfer program in architecture are accepted in some universities. The Petroleum Land Management Program may lead to admission to a university for the degree of Bachelor of Business Administration.

The Division of Physical Education.

The Division offers the first year of the Bachelor of Physical Education at the University of Alberta; and Recreation Programs of two years duration.

The Division of Fine Arts.

A complete five year program towards the Bachelor of Music is offered. There is a two-year program for prospective teachers of music. The Department of Speech and Drama offers a comprehensive course in theatre. A Licentiate Diploma (Artist) in conferred.

The Division of Philosophy and Religion.

Classes for Protestant students are organized by the Canadian Council of Churches, and special denominational certificates are issued by the Anglican and United Churches for each course completed. Roman Catholic students meet regularly with the priest. The College confers a Diploma in Christian Education.

The Division offers courses for Protestant students in the first and second years. (Introduction to the Bible; and Science and Religion.) Roman Catholic students are required to take a course in each of the first and second years (natural apologetics and Christian apologetics). The Calgary day school of Theology and a Diploma Course in Religious Education was introduced in 1962-63.

In 1963, the "full-time equivalent" faculty consisted of Junior College, 19; High School, 22. The Fall Semester student enrolment was Junior College, 276 ("full-time student equivalent"); High School—573 ("full-time student equivalent"). The 1965-66 Calendar lists over 130 courses, other than high school courses; 31 full-time academic faculty; and 26 sessional instructors.

Students

(a) Enrolments

The number of full-time students, other than students in the Conservatory of Music, are shown in the following table:

	Junior College Arts & Science	Career	Business Admin.	Engineering	Total	Secretarial School	High School	Total
1958	—	—	—	—	115	66	411	592
1959	9	5	71	44	129	68	399	593
1960	55	14	82	26	177	69	414	663
1961	80	32	80	21	213	94	478	785
1962	86	36	76	9	207	89	451	747
1963	144	56	79	10	289	87	584	960

There are also some 1,000 students taking work in the Division of Fine Arts.

The number of students eligible for Financial Aid in 1965-66 is 92.

(b) Source of students.

In the Fall Semester 1963, of all students, 53% gave their home address as Calgary; 34% other parts of Alberta; 8.5% British Columbia; 2% Saskatchewan; and 2.5% elsewhere. The corresponding percentages for the Junior College were 53.5%; 37%; 3.5%; 2%; and 4%.

(c) Religious Affiliations of Students.

In the Fall semester, 1963, of all students, 40% were affiliated with the United Church; 14.5% Anglican; 28% other Protestant denominations; 13% Roman Catholic; 1.5% Jewish; 2.5% none. The corresponding percentages for the Junior College were 45.5%; 13%; 27%; 12.5%; 1%; and 1.0%.

(d) Students in Residence.

The number of students in residence increased from 119 in 1959 to 254 in 1963. Of the 254, 162 were high school students, 36 Secretarial School, and 56 Junior College.

(e) Performance of Students.

The Combined Matriculation University Program.

The enrolment in this program in 1962-63 was 50. Of these 33 completed matriculation, and 20 received university standing in 4 subjects. Of the 20, 17 transferred at the end of the year to the University of Alberta, Calgary. Eleven secured a clear pass in a full program; 5 others were required to write a supplemental; one student was in Category III.

Senior Matriculation completed at Mount Royal College.

In 1961, 45 students took one or more Grade 12 subjects at Mount Royal College, and qualified for direct enrolment in first year university. Of the 45 students, 17 had a clear pass in the first year; 19 had averages of 53% or more; 17 had averages below 50%. (Normally about 50% of first year students at the University in Calgary have clear passes into the second year.)

(f) The Evening College.

In 1963-64, the Evening College offered 14 high school subjects for one semester. There were 225 registrants. Nine business courses of 16 weeks had a total registration of 158. There were, in addition, 2 secretarial courses and 2 language courses of varying duration. These drew 16 and 32 registrants.

APPENDIX K

POPULATION DISTRIBUTION IN ALBERTA

The following tabulations were prepared from the Census of Canada, 1961.

TABLE 1.

Regional Distribution of Population of Alberta, 1951, 1956 and 1961

	1951		1956		1961	
	#	%	#	%	#	%
North[1]	470,000	50.0	573,000	51.0	670,000	50.4
Middle	98,000	10.4	104,000	9.3	118,000	8.8
South	372,000	39.6	446,000	39.7	544,000	40.8
Total	940,000	100.0	1,123,000	100.0	1,332,000	100.0
Assuming Middle Area is in North:						
North:	568,000	60.4	677,000	60.3	788,000	59.2
South:	372,000	39.6	446,000	39.7	544,000	40.8
Total	940,000	100.0	1,123,000	100.0	1,332,000	100.0
Assuming Middle Area is in South:						
North:	470,000	50.0	573,000	51.0	670,000	50.4
South:	470,000	50.0	550,000	49.0	662,000	49.6
Total	940,000	100.0	1,123,000	100.0	1,332,000	100.0

TABLE 2.

Population of Main Centres, 1951, 1956 and 1961.

	1951		1956		1961	
	#	% of Total Population	#	% of Total Population	#	% of Total Population
Edmonton	175,000	18.6	251,004	22.4	337,568	25.3
Calgary	135,000	14.4	200,449	17.8	279,062	21.0
Lethbridge	22,947	2.4	29,462	2.6	35,454	2.7
Medicine Hat	16,364	1.7	20,826	1.9	24,484	1.8
Red Deer	7,575	0.8	12,338	1.1	19,612	1.5
Total	356,886	37.9	514,079	45.8	696,180	52.3

[1] North: Census Divisions 10, 11, 12, 13, 14, 15 (Camrose - Lloydminster, Edmonton, Bonnyville, Athabasca, Edson, Peace River).
Middle: Census Division 7, 8 (Wainwright, Red Deer).
South: Census Divisions 1, 2, 3, 4, 5, 6, 9 (Medicine Hat, Lethbridge, Cardston, Hanna, Drumheller, Calgary, Mountain).

Using the Census Division boundaries the Province might be divided into eight Districts, as in Table 3.

TABLE 3.
Distribution of Population by Districts (Census Division)

District	Census Divisions	Principal Centre	Total Population (approximately) No.	%	Approximate % Population of Principal Centre
1	1	Medicine Hat	40,000	3	60
2	2 & 3	Lethbridge	115,000	9	30
3	6 & 9	Calgary	350,000	25	80
4	4 & 5	Drumheller	53,000	4	5
5	7 & 8	Red Deer	120,000	9	17
6	10 & 12	Vegreville	117,500	9	3
7	11, 13 & 14	Edmonton	475,000	35	70
8	15	Grande Prairie	77,500	6	11

TABLE 4.
Population Projections based on Recent Rates of Increase by Districts, 1976

District	Census Divisions	Principal Centre	Total Population 1976	Increase in Population 1961-1976
1	1	Medicine Hat	53,000	13,000
2	2 & 3	Lethbridge	140,000	25,000
3	6 & 9	Calgary	575,000	225,000
4	4 & 5	Drumheller	55,250	2,250
5	7 & 8	Red Deer	155,000	35,000
6	10 & 12	Vegreville	125,000	7,500
7	11, 13, & 14	Edmonton	750,000	275,000
8	15	Grande Prairie	97,500	20,000

APPENDIX L

REVENUE AND CAPITAL EXPENDITURES AT THE LETHBRIDGE JUNIOR COLLEGE.[1]

Revenue

	1957	1958	1959	1960	1961	1962	1963	1964	1965 Est.
Prov. Government									
Regular Grant	12,500	12,500	25,000	25,000	25,000	50,000	136,060	209,785	295,725
Night School Grant	Nil	1,786	1,430	1,395	1,307	1,907	1,690	1,138	1,500
Equipment Grant	Nil	730	1,208	15	1,624	164	3,190	Nil	Nil
Fed. Govt. Grant	6,435	18,720	19,716	20,320	32,193	37,618	40,570	43,700	58,600
Service Area	28,500	28,500	17,592	17,500	17,500	26,806	46,280	66,295	66,350
Student Fees	3,612	15,310	16,699	19,245	28,353	36,508	63,465	79,790	91,100
Other	820	4,200	2,312	5,244	182	592	5,760	7,355	79,775
	51,867	81,746	83,957	88,719	106,159	153,595	297,015	408,063	593,050

Capital Expenditure — Building

Nil	Nil	Nil	Nil	Nil	1,458,300	113,406	12,875	785,000 Est.	2,120,800 Est.

[1]Supplied by H. Cooper, Bursar, Lethbridge Junior College.